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LEGISLATIVE HISTORY  
Public Law 91-118  
H. R. 10595

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# INDEX AND SUMMARY OF H. R. 10595

April	14, 1969	Sen. Young, N. Dak, introduced and discussed S. 1790 which was referred to Senate Agriculture and Forestry Committee. Print of bill and remarks of Sen. Young.
April	28, 1969	Rep. Kleppe introduced H. R. 10595 which was referred to House Agriculture Committee. Print of bill as introduced.
May	6, 1969	House committee voted to report H. R. 10595.
May	8, 1969	House committee reported H. R. 10595 without amendment. H. Report No. 91-212. Print of bill and report.
May	19, 1969	House passed H. R. 10595 under suspension of the rules.
May	23, 1969	H. R. 10595 was referred to Senate Agriculture and Forestry Committee. Print of bill as referred.
June	19, 1969	Senate committee voted to report S. 1790.
June	24, 1969	Senate committee reported S. 1790 with amendments. S. Report No. 91-269. Print of bill and report.
June	26, 1969	Senate passed S. 1790 as reported.
June	30, 1969	Senate passed H. R. 10595 with amendment (substituting the language of S. 1790).
		S. 1790 indefinitely postponed due to passage of H. R. 10595.
July	30, 1969	House conferees were appointed.
Aug.	7, 1969	Senate conferees were appointed.
Oct.	16, 1969	Conferees agreed to file a report.
Oct.	21, 1969	House received conference report. H. Rept 91-584.
Nov.	5, 1969	Senate received and agreed to conference report.
Nov.	6, 1969	House agreed to conference report.
Nov.	18, 1969	Approved: Public Law 91-118.







91ST CONGRESS  
1ST SESSION

# S. 1790

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## IN THE SENATE OF THE UNITED STATES

APRIL 14, 1969

Mr. YOUNG of North Dakota (for himself, Mr. MUNDT, Mr. ALLOTT, Mr. CURTIS, Mr. DOLE, Mr. DOMINICK, Mr. HRUSKA, and Mr. TOWER) introduced the following bill; which was read twice and referred to the Committee on Agriculture and Forestry

---

## A BILL

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

1 *Be it enacted by the Senate and House of Representa-*

2 *tives of the United States of America in Congress assembled,*

3 That the Act of August 7, 1956 (70 Stat. 1115), as

4 amended, is hereby further amended as follows:

5 Subparagraph (b) (1) of said Act is amended to read:

6 “(1) the Secretary is authorized, within the

7 amounts of such appropriations as may be provided

8 thereof, to enter into contracts of not to exceed ten

9 years with owners and operators of land in the Great

10 Plains area having such control as the Secretary deter-

1 mines to be needed for the contract period of the farms,  
2 ranches, or other lands covered thereby. Such contracts  
3 shall be designed to assist farm, ranch, or other land  
4 owners or operators to make, in orderly progression over  
5 a period of years, changes in their cropping systems or  
6 land uses which are needed to conserve, develop, pro-  
7 tect, and utilize the soil and water resources of their  
8 farms, ranches, and other lands and to install the soil and  
9 water conservation measures and carry out the practices  
10 needed under such changed systems and uses. Such con-  
11 tracts may be entered into during the period ending not  
12 later than December 31, 1981, on farms, ranches, and  
13 other lands in counties in the Great Plains area of the  
14 States of Colorado, Kansas, Montana, Nebraska, New  
15 Mexico, North Dakota, Oklahoma, South Dakota, Texas,  
16 and Wyoming, designated by the Secretary as suscep-  
17 tible to serious wind erosion by reason of their soil types,  
18 terrain, and climatic and other factors. The land owner  
19 or operator shall furnish to the Secretary a plan of farm-  
20 ing operations or land use which incorporates such soil  
21 and water conservation practices and principles as may  
22 be determined by him to be practicable for maximum  
23 mitigation of climatic hazards of the area in which such  
24 land is located, and which outlines a schedule of pro-  
25 posed changes in cropping systems or land use and of the



conservation measures which are to be carried out on the farm, ranch, or other land during the contract period to protect the farm, ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures for enhancing fish and wildlife and recreation resources, for promoting the economic use of land, and for reducing or controlling agricultural related pollutants harmful to soil and water resources. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the land owner or operator shall agree—

“ (i) to effectuate the plan for his farm, ranch, or other land substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified by the Secretary pursuant to paragraph (3) of this subsection;

“ (ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the land if the Secretary determines that such violation is of such a nature as to warrant termination of the contract, or

1 to make refunds or accept such payment adjust-  
2 ments as the Secretary may deem appropriate if he  
3 determines that the violation by the owner or oper-  
4 ator does not warrant termination of the contract;

5 “(iii) upon transfer of his right and interest in  
6 the farm, ranch, or other land during the contract  
7 period to forfeit all rights, to further payments or  
8 grants under the contract and refund to the United  
9 States all payments or grants received thereunder  
10 unless the transferee of any such land agrees with  
11 the Secretary to assume all obligations of the con-  
12 tract;

13 “(iv) not to adopt any practice specified by  
14 the Secretary in the contract as a practice which  
15 would tend to defeat the purposes of the contract;

16 “(v) to such additional provisions as the Sec-  
17 retary determines are desirable and includes in the  
18 contract to effectuate the purposes of the program  
19 or to facilitate the practical administration of the  
20 program.

21 In return for such agreement by the landowner or operator  
22 the Secretary shall agree to share the cost of carrying out  
23 those conservation practices and measures set forth in the  
24 contract for which he determines that cost sharing is appro-  
25 priate and in the public interest. The portion of such cost



(including labor) to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract.”

SEC. 2. Subparagraph (b) (2) is amended to read:

“(2) the Secretary may terminate any contract with a landowner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary;

SEC. 3. Subparagraph (b) (7) of said Act is amended to read:

“(7) there is hereby authorized to be appropriated without fiscal year limitations, such sums as may be necessary to carry out this subsection: *Provided*, That the total cost of the program (excluding administrative costs) shall not exceed \$300,000,000, and for any program year payments shall not exceed \$25,000,000. The funds made available for the program under this subsec-

1       tion may be expended without regard to the maximum  
2       payment limitation and small payment increases required  
3       under section 8 (e) of this Act, and may be distributed  
4       among States without regard to distribution of funds  
5       formulas of section 15 of this Act. The program author-  
6       ized under this subsection shall be in addition to, and  
7       not in substitution of, other programs in such area  
8       authorized by this or any other Act.”



---

## A BILL

---

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

---

By Mr. YOUNG of North Dakota, Mr. MUNDT,  
Mr. ALLOTY, Mr. CURRIS, Mr. DOLE, Mr.  
DOMINICK, Mr. HRUSKA, and Mr. TOWER

---

APRIL 14, 1969

Read twice and referred to the Committee on  
Agriculture and Forestry



(2) Section 642(b) (relating to allowance of deductions for estates);

(3) Section 6012(a) (relating to persons required to make returns of income); and

(4) Section 6013(b)(3)(A) (relating to assessment and collection in the case of certain returns of husband and wife). (b) The following provisions of such Code are amended by striking out "\$1,200" wherever appearing therein and inserting in lieu thereof "\$2,400":

(1) Section 6013(a)(1) (relating to persons required to make returns of income); and

(2) Section 6013(b)(3)(A) (relating to assessment and collection in the case of certain returns of husband and wife).

SEC. 2 (a) Section 3 of the Internal Revenue Code of 1954 (relating to optional tax if adjusted gross income is less than \$5,000) is amended by adding at the end thereof the following new subsection:

"(c) TAXABLE YEARS BEGINNING AFTER DECEMBER 31, 1968.—In lieu of the tax imposed by section 1, there is hereby imposed for each taxable year beginning after December 31, 1968, on the taxable income of every individual whose adjusted gross income for such year is less than \$5,000 and who has elected for such year to pay the tax imposed by this section a tax determined under tables prescribed by the Secretary or his delegate. The tables prescribed under this subsection shall provide for amounts of tax in the various adjusted gross income brackets approximately equal to the amounts which would be determined under section 1 if the taxable income were computed by taking either the 10-percent standard deduction or the minimum standard deduction."

(b) Section 3(b) of such Code is amended by inserting after "December 31, 1964" each place it appears ", and before January 1, 1969".

(c) Section 4(a) of such Code is amended by striking out "the tables in section 3" and inserting in lieu thereof "the tables prescribed under section 3".

(d) Paragraphs (2) and (3) of section 4(c) of such Code are amended to read as follows:

"(2) Except as otherwise provided in this subsection, in the case of a husband or wife filing a separate return the tax imposed by section 3 shall be the lesser of the tax shown in the table prescribed under such section which uses the 10-percent standard deduction or in the table which uses the minimum standard deduction.

"(3) The table prescribed under section 3 which uses the minimum standard deduction shall not apply in the case of a husband or wife filing a separate return if the tax of the other spouse is determined with regard to the 10-percent standard deduction, except that an individual described in section 141(d)(2) may elect (under regulations prescribed by the Secretary or his delegate) to pay the tax shown in such table in lieu of the tax shown in the table which uses the 10-percent standard deduction. For purposes of this title, an election made under the preceding sentence shall be treated as an election made under section 141(d)(2)."

(e) Section 4(f)(4) of such Code is amended to read as follows:

"(4) For nonapplicability of the table prescribed under section 3 which uses the minimum standard deduction in the case of a married individual filing a separate return who does not compute the tax, see section 6014(a)."

(f) The last sentence of section 6014(a) of such Code is amended to read as follows: "In the case of a married individual filing a separate return and electing the benefits of this subsection, the table prescribed under section 3 which uses the minimum standard deduction shall not apply."

SEC. 3. (a) Section 3402(b)(1) of the Internal Revenue Code of 1954 (relating to percentage method of withholding income tax at source) is amended by striking out the table therein and inserting in lieu thereof the following:

Percentage method withholding table	
Payroll period:	Amount of one withholding exemption
Weekly -----	\$27.00
Biweekly -----	55.80
Semimonthly -----	58.60
Monthly -----	116.00
Quarterly -----	350.00
Semiannual -----	700.00
Annual -----	1,400.00
Daily or miscellaneous (per day of such period) -----	3.80"

(b) So much of paragraph (1) of section 3402(c) of such Code (relating to wage bracket withholding) as precedes the first table in such paragraph is amended to read as follows:

"(1)(A) At the election of the employer with respect to any employee, the employer shall (subject to the provisions of paragraph (6)) deduct and withhold upon the wages paid to such employee on or after the 30th day after the date of the enactment of this subparagraph a tax determined in accordance with tables prescribed by the Secretary or his delegate, which shall be in lieu of the tax required to be deducted and withheld under subsection (a). The tables prescribed under this subparagraph shall correspond in form to the wage bracket withholding tables in subparagraph (B) and shall provide for amounts of tax in the various wage brackets approximately equal to the amounts which would be determined if the deductions were made under subsection (a)."

"(B) At the election of the employer with respect to any employee, the employer shall (subject to the provisions of paragraph (6)) deduct and withhold upon the wages paid to such employee before the 30th day after the date of the enactment of this subparagraph a tax determined in accordance with the following tables, which shall be in lieu of the tax required to be deducted and withheld under subsection (a)."

SEC. 4. The amendments made by the first two sections of this Act shall apply to taxable years beginning after December 31, 1968. The amendments made by section 3 of this Act shall apply with respect to remuneration paid on or after the 30th day after the date of the enactment of this Act.

#### S. 1790—INTRODUCTION OF A BILL PROVIDING FOR A GREAT PLAINS CONSERVATION PROGRAM

Mr. YOUNG of North Dakota. Mr. President, I introduce, for appropriate reference, a bill to extend the authority for the Great Plains conservation program.

The objective of the Great Plains conservation program is to assist farmers and ranchers to develop for land-use programs which will help avert many of the hazards that come with drought common to that region.

It is aimed at preserving and enhancing the great productive capacity of the Great Plains. It rests on the foundation blocks of further conservation and wise use and management of the area's soil and water resources. It recognizes that if the agriculture of the region is to be stable certain portions ought to be permanently removed from cultivation.

The original Great Plains Conservation Act authorized appropriations of up

to \$150,000,000 for conservation practices throughout this vast section of the Nation's midland. This authority expires on December 31, 1971.

Expenditures under this program are approaching the limitations set in the original act. The proposed legislation would extend the authority for 10 years and would authorize an additional \$150,000,000 for work under this program. Several other minor improvements are also included in the bill to enable it to more adequately meet the needs of the Great Plains area today.

#### SEVERE CLIMATIC VARIATIONS

The Great Plains region is an area of severe climatic variations which periodically produce widespread suffering and heavy economic losses. In this region farm and ranch families have a continuous struggle to protect their best cultivated and grazing lands against soil erosion during seasons of high winds and frequent periods of extremely dry weather.

Because these problems directly concern the lives and prosperity of millions of American citizens, the Nation as a whole is directly concerned. Because all Americans are concerned with the maintenance and improvement of our soil and water resources, we all have an interest in the solution of agricultural problems in the vast Great Plains area.

#### BASIC POLICIES

I should like to cite 10 of the basic policies of the Great Plains conservation program:

First. The program emphasizes land use changes, wind erosion control and moisture conservation and management practices which provide, over a period of years, the most enduring conservation benefits for purposes of supporting a stable agriculture.

Second. The program is voluntary on the part of the individual producer.

Third. A plan of farming or ranching operations, including a schedule for conservation treatment, is a prerequisite to participation in the program.

Fourth. The program is in addition to other Department of Agriculture programs. Any phase of other programs that contribute to conservation objectives may be used by the producer to carry out his plan of operation.

Fifth. The producer is responsible for developing and carrying out his plan of operation. The Soil Conservation Service provides competent technical assistance to producers requesting it.

Sixth. The Department of Agriculture offers long-term contracts under which the Secretary makes commitments to share the cost of establishing conservation practices provided for in his farm or ranch plan. These cost-share contracts range from 3 to 10 years.

Seventh. The producer is encouraged to carry out his plan of operation in the shortest period consistent with conditions and his resources.

Eighth. Rental-type payments are not made under this program.

Ninth. The producer may use for grazing or other purposes the land established in vegetative cover.



Tenth. Local soil and water conservation districts are encouraged to assume leadership in facilitating the program.

#### PROGRAM SUCCESSFUL

The program applies only to counties designated by the Secretary of Agriculture in the 10 Great Plains States. There are 423 counties in the 10 States. I would like to insert in the RECORD at this point a listing of the designated counties in the 10 Great Plains States.

This is the 13th year of operation for the Great Plains conservation program. It has proved to be particularly popular and successful. It has brought more than 32,000 farm and ranch operators under contract with the Department of Agriculture to provide conservation plans on more than 57 million acres.

In my own State of North Dakota, more than 3,600 farmers are participating in the Great Plains conservation program. They have voluntarily signed up to place more than 4,800,000 acres under conservation plans. Of this total acreage, more than 315,000 acres have been removed from crop production and placed in grass. Other practices have involved installation of strip cropping programs, the planting of shelter belts, the establishment of grassed waterways, land leveling, improvement of livestock watering facilities, and the countless other practices which will conserve and stabilize our most precious resources, the soil.

As the program nears the date of expiration, the demand for the long term cost-sharing contracts continues to grow. The 1968 fiscal year ended with a backlog of more than 5,000 unserved applications. In fiscal year 1968 3,227 new contracts were signed covering 5,176,284 acres, obligating all the funds available for cost-sharing and technical assistance for the year.

A major effect of the program is to bring about the conversion to permanent vegetation of cropland unsuitable for sustained cultivation under the conditions of the plains. Contracts signed in 1968 call for such conversion of 135,975 acres, about 18 percent, of the cropland on the farms and ranches involved. To date, more than 1,800,000 acres of cropland conversion has been accomplished under this program. This acreage has been removed from the production of other crops, many of which are in surplus, at a cost far below that of other acreage diversion and land retirement programs.

This is a good beginning, but the job is far from complete. The critical conservation needs of the area cannot be met by the 1971 expiration date. Therefore, there is need to have the authority extended for 10 years.

The minor improvements included in this bill would—

First. Confirm the role that soil and water conservation districts are playing in implementing the program under the present authority.

Second. Provide additional latitude to the Secretary of Agriculture to determine the adequacy of control of operating units to make possible, under certain conditions, contracts on land where annual leases are customary.

Third. Provide for the Secretary of Agriculture to enter into a few contracts on land units not generally considered farms or ranches where serious erosion problems exist.

Fourth. Provide for the addition of practices that will help cope with agricultural pollution problems.

Fifth. Recognize the need for measures to enhance the fish, wildlife and recreation resources of the Great Plains.

I am joined in cosponsoring this legislation by my colleagues Senator MUNDT, Senator TOWER, Senator CURTIS, Senator DOLE, Senator ALLOTT, and Senator DOMINICK.

I ask unanimous consent that a list of designated counties be printed at this point in the RECORD.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the list will be printed in the RECORD.

The bill (S. 1790) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, was received, read twice by its title, and referred to the Committee on Agriculture and Forestry.

The list, presented by Mr. YOUNG of North Dakota, follows:

#### GREAT PLAINS CONSERVATION PROGRAM

[Designated counties as of December 15, 1968]

##### COLORADO (36)

Adams, Alamosa, Arapahoe, Baca, Bent, Boulder, Cheyenne, Conejos, Costilla, Crowley, Custer, Douglas, Elbert, El Paso, Fremont, Huerfano, Jefferson, Kiowa, Kit Carson, Larimer, Las Animas, Lincoln, Logan, Morgan, Otero, Park, Phillips, Prowers, Pueblo, Rio Grande, Saguache, Sedgwick, Teller, Washington, Weld, Yuma.

##### KANSAS (62)

Barber, Barton, Cheyenne, Clark, Cloud, Comanche, Decatur, Edwards, Ellis, Ellsworth, Finney, Ford, Gove, Graham, Grant, Gray, Greeley, Hamilton, Harper, Harvey, Haskell, Hodgeman, Jewell, Kearny, Kingman, Kiowa, Lane, Lincoln, Logan, McPherson.

Meade, Mitchell, Morton, Ness, Norton, Osborne, Ottawa, Pawnee, Phillips, Pratt, Rawlins, Reno, Republic, Rice, Rooks, Rush, Russell, Saline, Scott, Sedgwick, Seward, Sheridan, Sherman, Smith, Stafford, Stanton, Stevens, Sumner, Thomas, Trego, Wallace, Wichita.

##### MONTANA (37)

Big Horn, Blaine, Carbon, Carter, Cascade, Choteau, Custer, Daniels, Dawson, Fallon, Fergus, Garfield, Glacier, Golden Valley, Hill, Judith Basin, Liberty, McCono, Musselshell, Petroleum, Phillips, Pondera, Powder River, Prairie, Richland, Roosevelt, Rosebud, Sheridan, Stillwater, Sweet Grass, Teton, Toole, Treasure, Valley, Wheatland, Wibaux, Yellowstone.

##### NEBRASKA (60)

Adams, Antelope, Arthur, Banner, Blaine, Boone, Box Butte, Boyd, Brown, Buffalo, Chase, Cherry, Cheyenne, Clay, Custer, Dawes, Dawson, Deuel, Dundy, Franklin, Frontier, Furnas, Garden, Garfield, Gosper, Grant, Greeley, Hall, Hamilton, Harlan.

Hayes, Hitchcock, Holt, Hooker, Howard, Kearny, Keith, Keya Paha, Kimball, Lincoln, Logan, Loup, McPherson, Merrick, Morrill, Nance, Nuckolls, Perkins, Phelps, Red Willow, Rock, Scotts Bluff, Sheridan, Sherman, Sioux, Thayer, Thomas, Valley, Webster, Wheeler.

##### NEW MEXICO (18)

Chaves, Colfax, Curry, DeBaca, Eddy, Guadalupe, Harding, Lea, Lincoln, Mora,

Quay, Roosevelt, San Miguel, Santa Fe, Socorro, Taos, Torrance, Union.

##### NORTH DAKOTA (30)

Adams, Billings, Bottineau, Bowman, Burke, Burleigh, Divide, Dunn, Emmons, Golden Valley, Grant, Hettinger, Kidder, Logan, McHenry, McIntosh, McKenzie, McLean, Mercer, Morton, Mountrail, Oliver, Renville, Sheridan, Sioux, Slope, Stark, Stutsman, Ward, Williams.

##### OKLAHOMA (30)

Alfalfa, Beaver, Beckham, Blaine Caddo, Canadian, Cimarron, Comanche, Cotton, Custer, Dewey, Ellis, Garfield, Greer, Grady, Grant, Harmon, Harper, Jackson, Jefferson, Kingfisher, Kiowa, Major Roger Mills, Stephens, Texas, Tillman, Washita, Woods, Woodward.

##### SOUTH DAKOTA (39)

Aurora, Bennett, Brule, Buffalo, Butte, Campbell, Charles Mix, Corson, Custer, Dewey, Douglas, Edmunds, Fall River, Faulk, Gregory, Haakon, Hand, Harding, Hughes, Hyde, Jackson, Jerault, Jones, Lawrence, Lyman McPherson, Meade, Mellette, Pennington, Perkins, Potter, Shannon, Stanley, Sully, Todd, Tripp, Walworth, Washabaugh, Ziebach.

##### TEXAS (99)

Andrews, Archer, Armstrong, Bailey, Baylor, Borden, Brisco, Brown, Callahan, Carson, Castro, Childress, Clay, Cochran, Coke, Coleman, Collingsworth, Concho, Cottle, Crane, Crockett, Crosby, Dallam, Dawson, Deaf Smith, Dickens, Donley, Eastland, Ector, Fisher, Floyd, Foard, Gaines, Garza, Glasscock, Gray, Hale, Hall, Hansford, Hardeman, Hartley, Haskell, Hemphill, Hockley, Howard, Hutchinson, Irion, Jack, Jones, Kent.

King, Knox, Lamb, Lipscomb, Loving, Lubbock, Lynn, McCulloch, Martin, Menard, Midland, Mitchell, Montague, Moore, Motley, Nolan, Ochiltree, Oldham Palo Pinto, Parmer, Pecos, Potter, Randall, Reagan, Reeves, Roberts, Runnels, Schleicher, Scurry, Shackelford, Sherman, Stephens, Sterling, Stonewall, Sutton, Swisher, Taylor, Terrell, Terry, Throckmorton, Tom Green, Upton, Ward, Wheeler, Wichita, Winkler, Wilbarger, Yoakum, Young.

##### WYOMING (12)

Albany, Campbell, Converse, Crook, Goshen, Johnson, Laramie, Natrona, Niobrara, Platt, Sheridan, Weston.

### S. 1791—INTRODUCTION OF A BILL TO FURTHER SECURE PERSONAL PRIVACY AND TO PROTECT THE CONSTITUTIONAL RIGHT OF PEOPLE TO IGNORE CERTAIN UNWARRANTED GOVERNMENTAL QUESTIONNAIRES

Mr. ERVIN. Mr. President, next week the Subcommittee on Constitutional Rights of the Judiciary Committee will commence a series of hearings on privacy, Federal questionnaires, and constitutional rights.

On Thursday, April 24, the subcommittee will meet at 10:30 a.m. in room 1318 of the New Senate Office Building. We shall hear briefly from a number of citizens who, I believe, will be representative of thousands from every walk of life who have complained to Congress about unwarranted invasion of their personal privacy and about increased harassment by Government agencies in their everlasting quests for information.

Following this, Prof. Arthur S. Miller, of the George Washington University Law Center, will discuss the constitutional issues raised by such complaints, the role of public law, and some of the questions surrounding use of Federal







91<sup>ST</sup> CONGRESS  
1<sup>ST</sup> SESSION

# H. R. 10595

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## IN THE HOUSE OF REPRESENTATIVES

APRIL 28, 1969

Mr. KLEPPE (for himself, Mr. ANDREWS of North Dakota, Mr. BROTZMAN, Mr. PRICE of Texas, Mr. SEBELIUS, Mr. WINN, Mr. BERRY, Mr. DENNEY, Mr. SHRIVER, Mr. SKUBITZ, Mr. MIZE, Mr. MARTIN, Mr. CAMP, Mr. WOLD, Mr. PURCELL, Mr. EVANS of Colorado, Mr. WHITE, Mr. BURLESON of Texas, Mr. FISHER, and Mr. OLSEN) introduced the following bill; which was referred to the Committee on Agriculture

---

## A BILL

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That the Act of August 7, 1956 (70 Stat. 1115), as  
4       amended, is hereby further amended by striking subpara-  
5       graph (b) (1) of said Act and inserting in lieu thereof the  
6       following:

7               “(1) the Secretary is authorized, within the  
8       amounts of such appropriations as may be provided

1       therefor, to enter into contracts of not to exceed ten  
2       years with owners and operators of land in the Great  
3       Plains area having such control as the Secretary de-  
4       termines to be needed for the contract period of the  
5       farms, ranches, or other lands covered thereby. Such  
6       contracts shall be designed to assist farm, ranch, or  
7       other land owners or operators to make, in orderly  
8       progression over a period of years, changes in their  
9       cropping systems or land uses which are needed to  
10      conserve, develop, protect, and utilize the soil and  
11      water resources of their farms, ranches, and other  
12      lands and to install the soil and water conservation  
13      measures and carry out the practices needed under such  
14      changed systems and uses. Such contracts may be  
15      entered into during the period ending not later than  
16      December 31, 1981, on farms, ranches, and other lands  
17      in counties in the Great Plains area of the States of  
18      Colorado, Kansas, Montana, Nebraska, New Mexico,  
19      North Dakota, Oklahoma, South Dakota, Texas, and  
20      Wyoming, designated by the Secretary as susceptible  
21      to serious wind erosion by reason of their soil types,  
22      terrain, and climatic and other factors. The land owner  
23      or operator shall furnish to the Secretary a plan of  
24      farming operations or land use which incorporates  
25      such soil and water conservation practices and prin-

1 ciples as may be determined by him to be practicable  
2 for maximum mitigation of climatic hazards of the  
3 area in which such land is located, and which outlines  
4 a schedule of proposed changes in cropping systems  
5 or land use and of the conservation measures which  
6 are to be carried out on the farm, ranch, or other  
7 land during the contract period to protect the farm,  
8 ranch, or other land from erosion and deterioration by  
9 natural causes. Such plan may also include practices  
10 and measures for (a) enhancing fish and wildlife  
11 and recreation resources, (b) promoting the economic  
12 use of land, and (c) reducing or controlling agricul-  
13 tural related pollution. Inclusion in the farm plan of  
14 these practices shall be the exclusive decision of the  
15 land owner or operator. Approved conservation plans  
16 of land owners and operators developed in cooperation  
17 with the soil and water conservation district in which  
18 their lands are situated shall form a basis for contracts.  
19 Under the contract the land owner or operator shall  
20 agree—

21 “(i) to effectuate the plan for his farm, ranch,  
22 or other land substantially in accordance with the  
23 schedule outlined therein unless any requirement  
24 thereof is waived or modified by the Secretary pur-  
25 suant to paragraph (3) of this subsection;

1                   “ (ii) to forfeit all rights to further payments or  
2                   grants under the contract and refund to the United  
3                   States all payments or grants received thereunder  
4                   upon his violation of the contract at any stage dur-  
5                   ing the time he has control of the land if the Secre-  
6                   tary, after considering the recommendations of the  
7                   soil and water conservation district board, deter-  
8                   mines that such violation is of such a nature as to  
9                   warrant termination of the contract, or to make re-  
10                  funds or accept such payment adjustments as the  
11                  Secretary may deem appropriate if he determines  
12                  that the violation by the owner or operator does not  
13                  warrant termination of the contract;

14                 “ (iii) upon transfer of his right and interest in  
15                 the farm, ranch, or other land during the contract  
16                 period to forfeit all rights to further payments or  
17                 grants under the contract and refund to the United  
18                 States all payments or grants received thereunder  
19                 unless the transferee of any such land agrees with  
20                 the Secretary to assume all obligations of the  
21                 contract;

22                 “ (iv) not to adopt any practice specified by  
23                 the Secretary in the contract as a practice which  
24                 would tend to defeat the purposes of the contract;

25                 “ (v) to such additional provisions as the Sec-



retary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program. In return for such agreement by the land owner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract;”

SEC. 2. Subparagraph (b) (2) is amended to read:

“(2) the Secretary may terminate any contract with a land owner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary;”

1        SEC. 3. Subparagraph (b) (7) of said Act is amended to  
2 read:

3            “(7) there is hereby authorized to be appropriated  
4 without fiscal year limitations, such sums as may be  
5 necessary to carry out this subsection: *Provided*, That the  
6 total cost of the program shall not exceed \$300,000,000,  
7 and for any program year payments shall not exceed  
8 \$25,000,000. The funds made available for the program  
9 under this subsection may be expended without regard  
10 to the maximum payment limitation and small payment  
11 increases required under section 8 (e) of this Act, and  
12 may be distributed among States without regard to  
13 distribution of funds formulas of section 15 of this Act.  
14 The program authorized under this subsection shall be in  
15 addition to, and not in substitution of, other programs in  
16 such area authorized by this or any other Act.”



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## A BILL

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To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

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By Mr. KLEPPE, Mr. ANDREWS of North Dakota,  
Mr. BROZMAN, Mr. PRICE of Texas, Mr.  
SEBELIUS, Mr. WINN, Mr. BERRY, Mr. DEN-  
NEY, Mr. SHRIVER, Mr. SKUBITZ, Mr. MIZE,  
Mr. MARTIN, Mr. CAMP, Mr. WOLD, Mr. PUR-  
CELL, Mr. EVANS of Colorado, Mr. WHITE,  
Mr. BURLISON of Texas, Mr. FISHER, and  
Mr. OLSEN

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APRIL 28, 1969

Referred to the Committee on Agriculture







# **DIGEST** of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued May 7, 1969  
For actions of May 6, 1969  
91st-1st No. 73

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HIGHLIGHTS: House passed special milk bill. House committee voted to report Great Plains conservation bill. Senate subcommittee voted to report proposed Intergovernmental Personnel Act bill. Reps. Brown and Dwyer favored proposed grant consolidation bill.

HOUSE

1. SPECIAL MILK PROGRAM. Passed, 384-2, with amendment H. R. 5554, to increase and make permanent the appropriation authorization for a special milk program for children (pp. H3386-99). Agreed to an amendment by Rep. Matsunaga to include Guam in the program (p. H3397). Rejected, 8-85, an amendment by Rep. Findley to use the resources of this program as a nutritional aid to needy children (pp. H3397-8). Rejected an amendment by Rep. Farbstein that stressed priority to needy children (p. H3398). A motion to recommit was rejected (p. H3398).
2. CONSERVATION. The Agriculture Committee voted to report (but did not actually report) H. R. 10595, to extend and amend the Great Plains conservation program. ~~p. D353.~~
3. PERSONNEL; CLAIMS. The Judiciary Committee voted to report (but did not actually report) H. R. 4246, to discontinue the annual report to Congress on administrative settlement of personal property claims of military personnel and civilian employees. p. D354.
4. FEDERAL AID. Rep. Brown asked enactment of the President's proposal to consolidate grant programs. p. H3406.
5. TRANSPORTATION. Rep. Flood inserted a listing of his addresses, remarks, and statements dealing with the interoceanic canal. H3411-4.
6. JOB CORPS. Rep. Olsen inserted the testimony of the executive director of the National Congress of American Indians before the House Education and Labor Committee opposing closing of several Job Corps centers. pp. H3418-22.
7. CONSUMER PROTECTION. Rep. Patman inserted a report from the Committee on Legislation, Federal Bar Council, on recommendations concerning the Government's efforts in the field of consumer protection. pp. H3430-1.
8. RURAL HOUSING. Rep. Patman discussed and urged continuation of the Farmers Home Administration's insured home loan program. pp. H3431-2.
9. AGING. Received from HEW a proposed bill to amend the Older Americans Act of 1965 to extend its duration to authorize assistance for projects for foster grandparents and senior companions, to provide assistance to strengthen State agencies on aging, and to otherwise strengthen and improve that Act; to Education and Labor Committee. p. H3438.
10. FOOD MESSAGE. It is understood that the President's food message was submitted but was not formally received or printed in the Congressional Record.







# DIGEST of Congressional Proceedings

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
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Issued May 9, 1969  
For actions of May 8, 1969  
91st 1st No. 75

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HIGHLIGHTS: House committee reported Great Plains conservation bill. Senate confirmed Cowden nomination. Senate received President's nutrition message. Sen. Mansfield and others introduced and Sen. Mansfield and Bible discussed meat export bill. Sen. Eastland and others and Rep. Matsunaga introduced and Sen. Eastland discussed bills to establish national wildfire disaster control fund.

HOUSE

1. CONSERVATION. The Agriculture Committee reported H. R. 10595, to extend and amend the Great Plains conservation program (H. Rept. 91-217). p. H3507.
2. RESEARCH. The Interior and Insular Affairs Committee reported with amendment S. 1011, to authorize appropriations for the saline water conversion program for fiscal year 1970 (H. Rept. 91-208). p. H3507.
3. CLAIMS. The Judiciary Committee reported H. R. 4246, to discontinue the annual report to Congress as to the administrative settlement of personal property claims of military personnel and civilian employees (H. Rept. 91-210). p. H3507.
4. EDUCATION. A subcommittee of the Veterans' Affairs Committee approved for full committee action H. R. 6808, to eliminate the prohibition against receipt of certain Federal educational assistance benefits (p. D367). This bill would repeal that section of the Public Health Service Act extending the authorization of grants for health of migratory agricultural workers.
5. TAXATION. The "Daily Digest" states that the Ways and Means Committee "announced hearings to begin on May 20 to receive testimony of Government officials on extension of 10 percent tax surcharge in certain excise tax rates and repeal of 7 percent investment tax credit." p. D367.
6. ADJOURNED until Mon., May 12. p. H3507.

SENATE

7. NUTRITION; PRESIDENT'S MESSAGE. Received the President's food message (May 7, during adjournment); to Agriculture and Forestry Committee. pp. 4671-2. (For recommendations contained in the message see Digest 74).
8. ASSISTANT SECRETARY. The Agriculture and Forestry Committee reported favorably (May 7) the nomination of Thomas K. Cowden to be an Assistant Secretary of Agriculture (p. S4672); and the nomination was confirmed (p. S4673).
9. ELECTRIFICATION. The Foreign Relations Committee submitted Executive C, 91st Congress, first session, agreement with Canada providing for additional temporary diversions from the Niagara River for power production purposes (Exec. Rept. No. 4). p. S4673.  
Sen. Cook commended and inserted speeches by two Kentucky Rural Electric Cooperative Corp. officials. pp. S4676-8.
10. SAFETY. Passed without amendment S. 1590, to amend the National Commission on Product Safety Act in order to extend the life of the Commission so that it may complete its assigned tasks. pp. S4674-5.



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LEGISLATIVE REPORTING

## EXTENSION OF GREAT PLAINS CONSERVATION PROGRAM

MAY 8, 1969.—Committed to the Committee of the Whole House on the State  
of the Union and ordered to be printed

Mr. POAGE, from the Committee on Agriculture,  
submitted the following

### REPORT

[To accompany H.R. 10595]

The Committee on Agriculture, to whom was referred the bill (H.R. 10595) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

### PURPOSE

The bill would extend by 10 years the expiration date of the Great Plains conservation program contained in section 16(b) of the Soil Conservation and Domestic Allotment Act, as amended. Under the current program, the authority of the Secretary of Agriculture to enter into cost-sharing contracts for soil and water conservation practices with farmers and ranchers in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming expires on December 31, 1971.

In addition to extending the Great Plains soil conservation program and authorizing annual appropriations equal to those authorized under present law, this bill would (1) confirm by legislation the important role that soil and water conservation districts are playing in helping to implement the programs; (2) give the Secretary additional latitude to determine adequacy of control of operating units for the contract period and, where conditions warrant, to enter into contracts on land units where customary control is through annual leasing arrangements; (3) authorize the Secretary to enter into contracts on land units that are not generally considered farms or ranches where erosion is serious

enough to be a menace to the area; (4) provide for assistance on certain agriculturally related pollution problems in keeping with the overall objectives of the program and would include measures to enhance the fish, wildlife, and recreation resources of the Great Plains; and (5) provide for the modification of existing contracts to help make the provisions of this program more complementary with other conservation, land use, and commodity programs administered by the Secretary.

The committee believes that inclusion of these added provisions would contribute to a more adequate consideration and development of the multiple-use potentials of the area without changing the basic nature of the program which deals primarily with the climatic hazards of the area.

#### NEED FOR THE LEGISLATION

The Great Plains region is a vast, productive, agricultural region which has problems peculiar to its environment. This area, commonly referred to as the "Dust Bowl" in the 1930's, can, through programs such as the one under consideration, continue to be a great productive reservoir if its productive capacity is safeguarded. The potential of the Great Plains area as a supplier of our Nation's foodstuffs can only be fully realized by putting into effect those practices and procedures which will more completely control the effects of weather hazards. Drought, destructive winds, floods, and other natural disasters cannot be prevented, but their damaging effects can be minimized. The Great Plains conservation program is an integral key to this need.

The region is subject to severe climatic variations that periodically bring wide suffering and serious economic losses. Because of the character of some soils in the region, and the normal low rainfall pattern, continuous cultivation of the entire area creates serious problems of wind erosion and resultant economic distress occur and recur.

In the 10-State area covered by the program there are approximately 110,500,000 acres of cropland and 215 million acres of range and pastureland. About 43 million acres of cropland and 91 million acres of range and pastureland now have treatment adequate to meet the conservation needs of the land. Thus, more than half the cropland, range, and pastureland still need conservation treatment. These acreages include about 5,500,000 acres of cropland that are not suited for sustained cropland production and should be converted to permanent vegetation, and about 12,500,000 acres of range and pastureland that need reestablishment of vegetative cover.

Conservation treatment of cropland, rangeland, and pastures produces substantial community and national benefits. Proper land use and treatment materially reduce the sediment polluting our Nation's streams and reduces soil dust in the air. Dust contamination of the air causes, among other things, serious respiratory ailments.

The fact that contracts covering less than one-half of the acreage in the designated counties have been executed is in itself conclusive evidence that much remains to be done under the program. The most recent report of the Soil Conservation Service of wind erosion damage, covering the calendar quarter ending on February 28, 1969, starkly reveals the continuing severity of the problem.

## ACRES OF LAND DAMAGED

Great Plains States	Number of counties reporting	Land damaged			Total land damaged	
		Crop- land	Range- land	Other land	Feb. 28, 1969	Feb. 29, 1968
Northern:						
Montana.....	15	20,650		500	21,150	22,100
Nebraska.....	6	28,000	790	150	28,940	10,600
North Dakota.....	19	129,970	1,450	250	131,670	303,150
South Dakota.....	22	19,300			19,300	25,350
Wyoming.....	10	11,150	7,000	1,530	19,680	20,550
Subtotal.....	72	209,070	9,240	2,430	220,740	381,750
Southern:						
Colorado.....	10	16,125	20	5	16,150	6,160
Kansas.....	39	5,900			5,900	10,000
New Mexico.....	10	20,600	3,600	1,600	25,800	3,900
Oklahoma.....	17	34,531	47	102	34,680	1,200
Texas.....	56	365,510	8,600	13,710	387,820	56,020
Subtotal.....	132	442,666	12,267	15,417	470,350	77,280
Grand total.....	204	651,736	21,507	17,847	691,090	459,030

There can be no question but that much remains to be done. The fact that nearly 95 percent of reported damage involved cropland inescapably leads one to conclude, as indicated by the committee's unanimous action, that the Great Plains program must be extended.

## HEARINGS

Hearings were held by the Subcommittee on Conservation and Credit on April 17, 18, 1969, on H.R. 561, H.R. 2062, H.R. 3854, H.R. 3854, and H.R. 10134. Support for extension of the program was unanimous. H.R. 10595, a clean bill, and H.R. 10677, which is identical, are jointly sponsored by all 28 members of this body who have to date introduced or cosponsored one of the other earlier proposals recommending extension of the Great Plains conservation program.

## DEPARTMENTAL POSITION

In its report on H.R. 10134, the Department of Agriculture stated: "We favor legislation to continue the Great Plains conservation program." The Department's report is as follows:

DEPARTMENT OF AGRICULTURE,  
Washington, D.C., April 17, 1969.

Hon. W. R. POAGE,  
Chairman, Committee on Agriculture,  
House of Representatives.

DEAR MR. CHAIRMAN: This is in reply to your request for comments on H.R. 561, 2062, 3854, and 10134. We favor legislation to continue the Great Plains conservation program.

However, we prefer the provisions of H.R. 10134 because it would—

(1) extend the program from December 31, 1971, to December 31, 1981;

(2) confirm by legislation the role soil and water conservation districts are playing in helping to implement the program;



(3) provide the Secretary of Agriculture additional latitude to determine adequacy of control of operating units for the contract period (this would make possible, where conditions warrant, contracts on operating units where customary control is through annual leasing arrangements);

(4) provide for the Secretary to enter into contracts on land units that are not generally considered farms or ranches where erosion is serious enough to be harmful to the surrounding area;

(5) provide for assistance on agricultural related pollution problems in keeping with overall objectives of the program;

(6) provide for adding measures to enhance fish, wildlife, and recreation resources where it will provide opportunity to utilize their resources to improve their economic condition; and

(7) provide for modification of contracts to help make the provisions of this program more complementary with other conservation, land-use, and commodity programs administered by the Secretary.

It is the policy of this administration not to commit itself this far in advance, especially for long-range programs. Further, the funding of such a program as this one should be carried out within such budgets and fiscal policies of the President as may be in effect at that time.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely,

J. PHIL CAMPBELL,  
*Acting Secretary.*

COST

The bill provides for an extension through Dec. 31, 1981, of the appropriation authorizations at the same annual level as has been in effect since 1961. There is, in addition to the proscription that the entire cost of the program shall not exceed \$300 million the further limitation that payments under the program in any year shall not exceed \$25 million.

#### BACKGROUND

##### A. DEVELOPMENTS CULMINATING IN PASSAGE OF THE 1956 LEGISLATION

In early 1956 the Great Plains Agricultural Council with assistance from the U.S. Department of Agriculture recommended a program for the Great Plains which was transmitted to the Congress by President Eisenhower. Public Law 84-1021 establishing the Great Plains conservation program was enacted in August of that year.

U.S. Department of Agriculture agency representatives at State levels, along with directors of extension and experiment stations, State agricultural agencies, governing bodies of soil and water conservation districts, and other agricultural leaders jointly reviewed the hazardous wind erosion areas in each of the 10 States. They made recommendations to the Secretary of Agriculture as to the boundaries that should be established for program participation and recommended the initial counties in each State to be eligible to participate. After the initial designation, other counties within the area were required to request

designation by the Secretary, based on criteria established for program participation.

The recommendations for action, along with testimony during the hearings, made clear that a strong effort must be made to stabilize the resources of the Plains. In addition to the critical need to establish protective cover on large acreages of unstable land, the program was designed to achieve a more stable agriculture, more dependable source of income, and a more satisfactory livelihood for the people of the region.

It was recognized that emergency treatment measures would not bring about this stability. A program to obtain complete conservation treatment on entire operating units as rapidly as possible was needed. The program, as developed under Public Law 84-1021, provides for technical as well as long-term cost-sharing assistance to help farmers and ranchers who are willing to install and maintain complete conservation on their units. Cost-share contracts range from not less than 3 years to not more than 10.

#### B. OPERATION OF THE PROGRAM TO DATE

In establishing the operating policies of the program, it was determined that priority should be given to those farmers and ranchers who desired to change the use of their land in an effort to minimize the hazards of wind and water erosion. A plan of operations, including a time schedule of treatment installation, is a prerequisite for program participation. Conservation plans, developed in cooperation with soil and water conservation districts, serve adequately as a basis for contracts.

The Great Plains conservation program is not a land retirement program. No rental payments are included. It is aimed at obtaining shifts and improvement in land uses based on the varying capability of land, rather than crop reduction. This permits the units under contract to continue operation as viable farms and ranches contributing to the economic stability of rural communities. The program provides opportunities for participants to stabilize their operations by insuring carry-over feed for livestock to avoid untimely sales during drought or other emergencies. Through application of needed conservation treatment, more dependable production and more stable income is assured.

In order to allow as many farmers and ranchers as possible to get started on complete conservation plans, a limit of \$25,000 for any one unit was established. Experience has shown that contracts average about \$3,500 in Federal cost sharing spread over about  $5\frac{1}{2}$  years. This means about \$630 a year in Federal cost sharing is used by individuals on the average in carrying his conservation plan through to completion.

As of June 30, 1968, a total of 31,122 contracts covering 56,601,700 acres had been executed. The effect of the program in bringing about needed land-use adjustments is evidenced by the fact that producers have contracted to convert about 21 percent of their cropland to permanent cover. Nearly 15 percent of the cumulative cost-share payments paid to producers through June 30, 1968, was for the establishment of permanent grass on land previously used for cropland, and about 22 percent was for practices connected with the reestablishment of vegetative cover on range and pasturelands.



The average contract executed in fiscal year 1968 covered 1,604 acres with an average Federal cost-share obligation of \$3,471, as depicted on the following table:

PROGRESS REPORT OF THE GREAT PLAINS CONSERVATION PROGRAM, FISCAL YEAR 1968 AND CUMULATIVE TO JUNE 30, 1968

State	Number of designated counties	Great Plains contracts signed				Total, cost-share obligations		Un-serviced applications
		Number		Acres		Fiscal year	To date	
		Fiscal year	To date	Fiscal year	To date			
Colorado.....	36	263	2, 198	519, 008	6, 831, 684	\$1, 266, 970	\$12, 238, 197	317
Kansas.....	62	347	3, 291	191, 441	2, 404, 799	938, 685	8, 684, 239	473
Montana.....	37	115	1, 336	990, 169	6, 401, 144	749, 794	7, 211, 919	387
Nebraska.....	58	461	4, 213	580, 531	5, 179, 766	1, 280, 495	12, 780, 985	657
New Mexico.....	18	114	1, 376	682, 379	8, 712, 090	662, 148	7, 984, 779	263
North Dakota.....	30	314	3, 449	467, 486	4, 613, 593	618, 027	7, 008, 089	494
Oklahoma.....	30	568	3, 294	304, 757	3, 052, 331	1, 351, 067	8, 584, 191	908
South Dakota.....	39	197	1, 509	480, 116	4, 581, 300	684, 779	6, 657, 893	348
Texas.....	99	803	10, 075	721, 431	12, 746, 546	2, 793, 238	33, 984, 772	1, 073
Wyoming.....	11	45	381	238, 966	2, 078, 447	259, 163	2, 794, 801	99
Total.....	420	3, 227	31, 122	5, 176, 284	56, 601, 700	10, 604, 366	108, 019, 865	5, 019
Average per contract.....				1, 604	1, 819	3, 286	\$3, 471	

<sup>1</sup> Cumulative expenditures are about \$80,000,000, leaving a balance of \$28,000,000 unpaid cost-share obligations.

### PROGRAM EXPANSION

In response to a series of questions from the Chair, the departmental witness, Mr. Norman A. Berg, spoke of the Department's awareness of the need to expand the program to additional counties within the 10-State area. Referring to a survey now nearing conclusion, Mr. Berg stated that a field committee set up by the Department to reassess the area in which this program should be available felt that a substantial increase was clearly justified and that the Department would have adequate authority to make any needed increase in area.

In concluding this colloquy, he observed that—

\* \* \* with new legislative history the Department would have some guidelines as to how to consider the applicability of these areas, and what criteria to draw. We would certainly hope that we could hold to the intent that it would be based on local needs expressed with a willingness to do something about the problems, and that we would be able to have agreement by the county and State program development groups that these be counties which have problems that are similar to the intent of this program.

The committee considered the Department's position in this regard as an agreement to extend the area.

### CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, and existing law in which no change is proposed is shown in roman):

# SOIL CONSERVATION AND DOMESTIC ALLOTMENT ACT, AS AMENDED

\* \* \* \* \*

## GREAT PLAINS CONSERVATION PROGRAM

\* \* \* \* \*

SEC. 16. (b) Notwithstanding any other provision of law—

(1) the Secretary is authorized, within the amounts of such appropriations as may be provided therefor, to enter into contracts of not to exceed ten years with **[producers]** *owners and operators of land* in the Great Plains area **[determined by him to have control]** *having such control as the Secretary determines to be needed* for the contract period of the farms, **[or]** ranches, or other lands covered thereby. Such contracts shall be designed to assist farm, **[and]** ranch, or other land owners or operators to make, in orderly, progression over a period of years, changes in their cropping systems **[and]** or land uses which are needed to conserve, *develop, protect and utilize* the soil and water resources of their farms, **[and]** ranches and other lands and to install the soil and water conservation measures and carry out the practices needed under such changed systems and uses. Such contracts may be entered into during the period ending not later than December 31, **[1971]** 1981, **[with respect to]** on farms, **[and]** ranches, and other lands in counties in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming, designated by the Secretary as susceptible to serious wind erosion by reason of their soil types, terrain, and climatic and other factors. The **[producer]** land owner or operator shall furnish to the Secretary a plan of farming operations or land use which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which **[the farm]** such land is located, and which outlines a schedule of proposed changes in cropping systems **[and]** or land use and of the conservation measures which are to be carried out on the farm, **[or]** ranch, or other land during the contract period to protect the farm, **[or]** ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures for (a) enhancing fish and wildlife and recreation resources, (b) for promoting the economic use of land, and (c) for reducing or controlling agricultural related pollutants harmful to soil and water resources. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contrasts. Under the contract the **[producer]** land owner or operator shall agree—

(i) to effectuate the plan for his farm, **[or]** ranch, or other land substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified



by the Secretary pursuant to paragraph (3) of this subsection;

(ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the [farm] land if the Secretary, *after considering the recommendations of the soil and water conservation district board*, determines that such violation is of such a nature as to warrant termination of the contract, or to make refunds or accept such payment adjustments as the Secretary may deem appropriate if he determines that the [producer's] violation *by the owner or operator* does not warrant termination of the contract;

(iii) upon transfer of his right and interest in the farm, [or] ranch, *or other land* during the contract period to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder unless the transferee [of the farm or ranch] *of any such land* agrees with the Secretary to assume all obligations of the contract;

(iv) not to adopt any practice specified by the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

(v) to such additional provisions as the Secretary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program.

In return for such agreement by the [producer] land owner or operator the Secretary shall agree to share the cost of carrying out those conservation practices *and measures* set forth in the contract for which he determines that cost-sharing is appropriate and in the public interest. The portion of such cost [(including labor)] to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation *practices and measures* under the contract;

(2) the Secretary may terminate any contract with a [producer] land owner or operator by mutual agreement with the [producer] owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof[;] *or to accomplish equitable treatment with respect to other similar conservation, land use or commodity programs administered by the Secretary;*

(3) Repealed by Pub. L. 89-321, 79 Stat. 1208 approved November 3, 1965, except that all rights accruing thereunder to persons who entered into contracts or agreements prior to such repeal shall be preserved. For the text of the material repealed, see Pub. L. 86-793, 74 Stat. 1030, approved September 14, 1960.

(4) Repealed by Pub. L. 89-321, 79 Stat. 1208, approved November 3, 1965, except that all rights accruing thereunder to persons who entered into contracts or agreements prior to such

repeal shall be preserved. For the text of the material repealed, see Pub. L. 86-793, 74 Stat. 1030, approved September 14, 1960.

(5) in applying the provisions of paragraph (6) of Public Law 74, Seventy-seventh Congress (7 U.S.C. 1340 (6)), relating to the reduction of storage amount of wheat, any acreage diverted from the production of wheat under the program carried out under this subsection shall be regarded as wheat acreage;

(6) the Secretary shall utilize the technical services of agencies of the Department of Agriculture in determining the scope and provisions of any plan and the acceptability of the plan for effectuating the purposes of the program. In addition the Secretary shall take into consideration programs of State and local agencies, including soil conservation districts, having for their purposes the objectives of maximum soil and water conservation;

(7) there is hereby authorized to be appropriated without fiscal year limitations, such sums as may be necessary to carry out this subsection: *Provided*, That the total cost of the program [(excluding administrative costs)] shall not exceed [\$150,000-000] \$300,000,000, and for any program year payments shall not exceed \$25,000,000. The funds made available for the program under this subsection may be expended without regard to the maximum payment limitation and small payment increases required under section 8(e) of this Act, and may be distributed among States without regard to distribution of funds formulas of section 15 of this Act. The program authorized under this subsection shall be in addition to, and not in substitution of, other programs in such area authorized by this or any other Act.

\* \* \* \* \*





91ST CONGRESS  
1ST SESSION

# H. R. 10595

[Report No. 91-212]

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## IN THE HOUSE OF REPRESENTATIVES

APRIL 28, 1969

Mr. KLEPPE (for himself, Mr. ANDREWS of North Dakota, Mr. BROTZMAN, Mr. PRICE of Texas, Mr. SEBELIUS, Mr. WINN, Mr. BERRY, Mr. DENNEY, Mr. SHRIVER, Mr. SKUBITZ, Mr. MIZE, Mr. MARTIN, Mr. CAMP, Mr. WOLD, Mr. PURCELL, Mr. EVANS of Colorado, Mr. WHITE, Mr. BURLESON of Texas, Mr. FISHER, and Mr. OLSEN) introduced the following bill; which was referred to the Committee on Agriculture

MAY 8, 1969

Committed to the Committee of the Whole House on the State of the Union  
and ordered to be printed

---

## A BILL

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*  
3 That the Act of August 7, 1956 (70 Stat. 1115), as  
4 amended, is hereby further amended by striking subpara-  
5 graph (b) (1) of said Act and inserting in lieu thereof the  
6 following:

7 “(1) the Secretary is authorized, within the  
8 amounts of such appropriations as may be provided



1       therefor, to enter into contracts of not to exceed ten  
2       years with owners and operators of land in the Great  
3       Plains area having such control as the Secretary de-  
4       termines to be needed for the contract period of the  
5       farms, ranches, or other lands covered thereby. Such  
6       contracts shall be designed to assist farm, ranch, or  
7       other land owners or operators to make, in orderly  
8       progression over a period of years, changes in their  
9       cropping systems or land uses which are needed to  
10      conserve, develop, protect, and utilize the soil and  
11      water resources of their farms, ranches, and other  
12      lands and to install the soil and water conservation  
13      measures and carry out the practices needed under such  
14      changed systems and uses. Such contracts may be  
15      entered into during the period ending not later than  
16      December 31, 1981, on farms, ranches, and other lands  
17      in counties in the Great Plains area of the States of  
18      Colorado, Kansas, Montana, Nebraska, New Mexico,  
19      North Dakota, Oklahoma, South Dakota, Texas, and  
20      Wyoming, designated by the Secretary as susceptible  
21      to serious wind erosion by reason of their soil types,  
22      terrain, and climatic and other factors. The land owner  
23      or operator shall furnish to the Secretary a plan of  
24      farming operations or land use which incorporates  
25      such soil and water conservation practices and prin-



1 ciples as may be determined by him to be practicable  
2 for maximum mitigation of climatic hazards of the  
3 area in which such land is located, and which outlines  
4 a schedule of proposed changes in cropping systems  
5 or land use and of the conservation measures which  
6 are to be carried out on the farm, ranch, or other  
7 land during the contract period to protect the farm,  
8 ranch, or other land from erosion and deterioration by  
9 natural causes. Such plan may also include practices  
10 and measures for (a) enhancing fish and wildlife  
11 and recreation resources, (b) promoting the economic  
12 use of land, and (c) reducing or controlling agricul-  
13 tural related pollution. Inclusion in the farm plan of  
14 these practices shall be the exclusive decision of the  
15 land owner or operator. Approved conservation plans  
16 of land owners and operators developed in cooperation  
17 with the soil and water conservation district in which  
18 their lands are situated shall form a basis for contracts.  
19 Under the contract the land owner or operator shall  
20 agree—

21 “(i) to effectuate the plan for his farm, ranch,  
22 or other land substantially in accordance with the  
23 schedule outlined therein unless any requirement  
24 thereof is waived or modified by the Secretary pur-  
25 suant to paragraph (3) of this subsection;

1           “(ii) to forfeit all rights to further payments or  
2           grants under the contract and refund to the United  
3           States all payments or grants received thereunder  
4           upon his violation of the contract at any stage dur-  
5           ing the time he has control of the land if the Secre-  
6           tary, after considering the recommendations of the  
7           soil and water conservation district board, deter-  
8           mines that such violation is of such a nature as to  
9           warrant termination of the contract, or to make re-  
10          funds or accept such payment adjustments as the  
11          Secretary may deem appropriate if he determines  
12          that the violation by the owner or operator does not  
13          warrant termination of the contract;

14          “(iii) upon transfer of his right and interest in  
15          the farm, ranch, or other land during the contract  
16          period to forfeit all rights to further payments or  
17          grants under the contract and refund to the United  
18          States all payments or grants received thereunder  
19          unless the transferee of any such land agrees with  
20          the Secretary to assume all obligations of the  
21          contract;

22          “(iv) not to adopt any practice specified by  
23          the Secretary in the contract as a practice which  
24          would tend to defeat the purposes of the contract;

25          “(v) to such additional provisions as the Sec-

retary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program. In return for such agreement by the land owner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract;”

SEC. 2. Subparagraph (b) (2) is amended to read:

“(2) the Secretary may terminate any contract with a land owner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary;”



1        SEC. 3. Subparagraph (b) (7) of said Act is amended to  
2 read:

3        “(7) there is hereby authorized to be appropriated  
4 without fiscal year limitations, such sums as may be  
5 necessary to carry out this subsection: *Provided*, That the  
6 total cost of the program shall not exceed \$300,000,000,  
7 and for any program year payments shall not exceed  
8 \$25,000,000. The funds made available for the program  
9 under this subsection may be expended without regard  
10 to the maximum payment limitation and small payment  
11 increases required under section 8 (e) of this Act, and  
12 may be distributed among States without regard to  
13 distribution of funds formulas of section 15 of this Act.  
14 The program authorized under this subsection shall be in  
15 addition to, and not in substitution of, other programs in  
16 such area authorized by this or any other Act.”





91<sup>ST</sup> CONGRESS  
1<sup>ST</sup> Session

**H. R. 10595**

[Report No. 91-212]

---

# A BILL

---

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

---

By Mr. KIEPPE, Mr. ANDREWS of North Dakota,  
Mr. BROZMAN, Mr. PRICE of Texas, Mr.  
SEBELIUS, Mr. WINN, Mr. BERRY, Mr. DEN-  
NEY, Mr. SHRIVER, Mr. SKUBITZ, Mr. MIZE,  
Mr. MARTIN, Mr. CAMP, Mr. WOLD, Mr. PUR-  
CELL, Mr. EVANS of Colorado, Mr. WHITE,  
Mr. BURESON of Texas, Mr. FISHER, and  
Mr. OLSEN

---

APRIL 28, 1969

Referred to the Committee on Agriculture

MAY 8, 1969

Committed to the Committee of the Whole House on  
the State of the Union and ordered to be printed





# **DIGEST** of Congressional Proceedings

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued May 20, 1969  
For actions of May 19, 1969  
91st-1st; No. 81

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HIGHLIGHTS: House passed Great Plains conservation bill.

### HOUSE

1. CONSERVATION. Passed under suspension of the rules H. R. 10595, providing for a Great Plains conservation program (pp. H3786-~~26~~, H3797). The committee report states this bill would extend to Dec. 31, 1981 the authority of the Secretary of Agriculture to enter into cost-sharing contracts for soil and water conservation practices with farmers and ranchers in the Great Plains area of the States of Colo., Kans., Mont., Neb., N.Mex., N.Dak., Okla., S. Dak., Tex., and Wyo., would give the Secretary additional latitude to determine adequacy of control of operating units for the contract period, to enter into contracts on land units



that are not generally considered farms or ranches where erosion is serious enough to be a menace to the area, provide for assistance on certain agriculturally related pollution problems, and to provide for the modification of existing contracts to help make the provisions of this program more complementary with other conservation, land use, and commodity programs administered by the Secretary.

2. RESEARCH. Conferees were appointed on S. 1011, to authorize appropriations for the saline water conversion program for fiscal year 1970 (p. H3759). Senate conferees have been appointed.  
The Science and Astronautic Committee reported without amendment H. R. 11271, the NASA authorization bill (H. Rept. 91-255). p. H3821
3. REVOLVING FUND. Passed without amendment H. R. 9233, to consolidate, in the revolving fund of the Civil Service Commission, the fiscal control and accounting of funds for all activities, including investigations and training, performed by the Commission on a reimbursable basis for other departments and agencies of the Government. p. H3760
4. CLAIMS. H. R. 4246, to discontinue the annual report to Congress as to the administrative settlement of personal property claims of military personnel and civilian employees, was passed over without prejudice. p. H3774
5. EDUCATION. Passed under suspension of the rules H. R. 6808, to eliminate the prohibition against receipt of certain Federal Educational assistance benefits. pp. H3790-32, H3810-11
6. CONSUMER AFFAIRS. Rep. Koch/<sup>criticized</sup>the Department's proposal "that the hot dogs and cooked sausages which are sold by the billions in this country now be permitted to contain 33-percent fat instead of the 30-percent limit proposed last summer by the outgoing Johnson administration." pp. H3794-5
7. WORLD TRADE. Rep. Rogers, Fla., inserted remarks prepared by Pan American Airlines' marketing services manager, "How Airlines Can Help Exporters Market Products Overseas," and the remarks of the Secretary-General of the OAS, "The Positive Side of Economic Nationalism in Latin America." pp. H3795-7  
Rep. Mize commended the observance of World Trade Week as an "appropriate kickoff" in efforts to develop "effective trade policies." p. H3816
8. POLLUTION. Rep. Feighan expressed the hope that the amendment to the Water Quality Improvement Act to provide for a Great Lakes water-control demonstration project to develop techniques to remove polluted matter and abate new pollution would receive Senate approval. pp. H3798-9
9. WILDLIFE; ELECTRIFICATION. Rep. Saylor inserted a bulletin, "Idaho Power Company Has Built Hatcheries and Other Facilities Toward Better Fishing--This as Part of Its License To Generate Power in Hells Canyon." pp. H3816-7
10. STOCKPILING. Received from OEP the semiannual report on the strategic and critical materials stockpiling program. p. H3820



last and usual place of abode of one of the directors who reside in New Hampshire, and by mailing a like copy to the clerk and to one other director by certified mail with return receipt requested.

"E. EMPLOYMENT.—Each employee of an interstate district assigned to a school located in New Hampshire shall be considered an employee of a New Hampshire school district for the purpose of the New Hampshire teachers' retirement system, the New Hampshire state employees' retirement system; the New Hampshire workmen's compensation law and any other law relating to the regulation of employment or the provision of benefits for employees of New Hampshire school districts except as follows:

"1. A teacher in a New Hampshire member district may elect to remain a member of the New Hampshire teachers' retirement system, even though assigned to teach in an interstate school in Vermont.

"2. Employees of interstate districts designated as professional or instructional staff members, as defined in article I hereof, may elect to participate in the teachers' retirement system of either the state of New Hampshire or the state of Vermont but in no case will they participate in both retirement systems simultaneously.

"3. It shall be the duty of the superintendent in an interstate district to: (a) advise teachers and other professional staff employees contracted for the district about the terms of the contract and the policies and procedure of the retirement systems; (b) see that each teacher or professional staff employee selects the retirement system of his choice at the time his contract is signed; (c) provide the commissioners of education in New Hampshire and in Vermont with the names and other pertinent information regarding each staff member under his jurisdiction so that each may be enrolled in the retirement system of his preference.

#### "ARTICLE XI

##### "APPLICABILITY OF VERMONT LAWS

"A. GENERAL SCHOOL LAWS.—With respect to the operation and maintenance of any school of the district located in Vermont, the provisions of Vermont law shall apply except as otherwise provided in this compact and except that the powers and duties of the school board shall be exercised and discharged by the interstate board and the powers and duties of the union superintendent shall be exercised and discharged by the interstate district superintendent.

"B. VERMONT STATE AID.—A Vermont school district shall be entitled to receive such amount of state aid for operating expenditures as though its share of the interstate district's expenses were the expenses of the Vermont member district, and as though the Vermont member district pupils attending the interstate schools were attending a Vermont union school district's schools. Such state aid shall be paid to the Vermont member school district to reduce the sums which would otherwise be required to be raised by taxation within the member district.

"C. CONTINUED EXISTENCE OF VERMONT MEMBER SCHOOL DISTRICT.—A Vermont member school district shall continue in existence, and shall have all of the powers and be subject to all of the obligations imposed by law and not herein delegated to the interstate district. If the interstate district incorporates only a part of the schools in the member school district, then the school board of the member school district shall continue in existence and it shall have all of the powers and be subject to all of the obligations imposed by law on it and not herein delegated to the district. However, if all of the schools in the member school district are incorporated into the interstate school district, then the member or members of the interstate board representing the member district shall have all of the powers and be

subject to all of the obligations imposed by law on the members of a school board for the member district and not herein delegated to the interstate district. The Vermont member school district shall remain liable on its existing indebtedness; and the interstate school district shall not become liable therefor. Any trust funds and any property not taken over shall be retained by the Vermont member school district and held or disposed of according to law.

"D. SUIT AND SERVICE OF PROCESS IN VERMONT.—The Courts of Vermont shall have the same jurisdiction over the districts as though a Vermont member district were a party instead of the interstate district. The service necessary to institute suit in Vermont shall be made on the district by leaving a copy of the writ or other proceedings in hand or at the last and usual place of abode of one of the directors who resides in Vermont, and by mailing a like copy to the clerk and to one other director by certified mail with return receipt requested.

"E. EMPLOYMENT.—Each employee of an interstate district assigned to a school located in Vermont shall be considered an employee of a Vermont school district for the purpose of the state teachers' retirement system of Vermont, the state employees' retirement system, the Vermont workmen's compensation law, and any other law relating to the regulation of employment or the provision of benefits for employees of Vermont school districts except as follows:

"1. A teacher in a Vermont member district may elect to remain a member of the state teachers' retirement system of Vermont, even though assigned to teach in an interstate school in New Hampshire.

"2. Employees of interstate districts designated as professional or instructional staff members, as defined in article I hereof, may elect to participate in the teachers' retirement system of either the state of Vermont or the state of New Hampshire but in no case will they participate in both retirement systems simultaneously.

"3. It shall be the duty of the superintendent in an interstate district to: (a) advise teachers and other professional staff employees contracted for the district about the terms of the contract and the policies and procedures of the retirement system; (b) see that each teacher or professional staff employee selects the retirement system of his choice at the time his contract is signed; (c) provide the commissioners of education in New Hampshire and in Vermont with the names and other pertinent information regarding each staff member under his jurisdiction so that each may be enrolled in the retirement system of his preference.

#### "ARTICLE XII

##### "ADOPTION OF COMPACT BY DRESDEN SCHOOL DISTRICT

"The Dresden School District, otherwise known as the Hanover-Norwich Interstate School District, authorized by New Hampshire laws of 1961, chapter 116, and by the laws of Vermont, is hereby authorized to adopt the provisions of this compact and to become an interstate school district within the meaning hereof, upon the following conditions and subject to the following limitations:

"a. Articles of agreement shall be prepared and signed by a majority of the directors of the interstate school district.

"b. The articles of agreement shall be submitted to an annual or special meeting of the Dresden district for adoption.

"c. An affirmative vote of two-thirds of those present and voting shall be required for adoption.

"d. Nothing contained therein, or in this compact, as it affects the Dresden School District shall affect adversely the rights of the holders of any bonds or other evidences

of indebtedness then outstanding, or the rights of the district to procure the means for payment thereof previously authorized.

"e. The corporate existence of the Dresden School District shall not be terminated by such adoption of articles of amendment, but shall be deemed to be so amended that it shall thereafter be governed by the terms of this compact.

#### "ARTICLE XIII

##### "MISCELLANEOUS PROVISIONS

"A. STUDIES.—Insofar as practicable, the studies required by the laws of both states shall be offered in an interstate school district.

"B. TEXTBOOKS.—Textbooks and scholar's supplies shall be provided at the expense of the interstate district for pupils attending its schools.

"C. TRANSPORTATION.—The allocation of the cost of transportation in an interstate school district, as between the interstate district and the member districts, shall be determined by the articles of agreement.

"D. LOCATION OF SCHOOLHOUSES.—In any case where a new schoolhouse or other school facility is to be constructed or acquired, the interstate board shall first determine whether it shall be located in New Hampshire or in Vermont. If it is to be located in New Hampshire, RSA 199, relating to schoolhouses, shall apply. If it is to be located in Vermont, the Vermont law relating to schoolhouses shall apply.

"E. FISCAL YEAR.—The fiscal year of each interstate district shall begin on July first of each year and end on June thirtieth of the following year.

"F. IMMUNITY FROM TORT LIABILITY.—Notwithstanding the fact that an interstate district may derive income from operating profit, fees, rentals, and other services, it shall be immune from suit and from liability for injury to persons or property and for other torts caused by it or its agents, servants or independent contractors, except insofar as it may have undertaken such liability under RSA 281:7 relating to workmen's compensation, or RSA 412:3 relating to the procurement of liability insurance by a governmental agency and except insofar as it may have undertaken such liability under 21 V.S.A. Section 621 relating to workmen's compensation or 29 V.S.A. Section 1403 relating to the procurement of liability insurance by a governmental agency.

"G. ADMINISTRATIVE AGREEMENT BETWEEN COMMISSIONERS OF EDUCATION.—The commissioners of education of New Hampshire and Vermont may enter into one or more administrative agreements prescribing the relationship between the interstate districts, member districts, and each of the two state departments of education, in which any conflicts between the two states in procedure, regulations, and administrative practices may be resolved.

"H. AMENDMENT.—Neither state shall amend its legislation or any agreement authorized thereby without the consent of the other in such manner as to substantially adversely affect the rights of the other state or its people hereunder, or as to substantially impair the rights of the holders of any bond or notes or other evidences of indebtedness then outstanding or the rights of an interstate school district to procure the means for payment thereof. Subject to the foregoing, any reference herein to other statutes of either state shall refer to such statute as it may be amended or revised from time to time.

"I. SEPARABILITY.—If any of the provisions of this compact, or legislation enabling the same, shall be held invalid or unconstitutional in relation to any of the applications thereof, such invalidity or unconstitutionality shall not affect other applications thereof or other provisions thereof; and to this end the provisions of this compact are declared to be severable.



"J. INCONSISTENCY OF LANGUAGE.—The validity of this compact shall not be affected by any insubstantial differences in its form or language as adopted by the two states.

"ARTICLE XIV

"EFFECTIVE DATE

"This compact shall become effective when agreed to by the States of New Hampshire and Vermont and approved by the United States Congress."

"Sec. 2. The right is hereby reserved by the Congress or any of its standing committees to require the disclosure and the furnishing of such information and data by or concerning any school district created under the New Hampshire-Vermont Interstate School Compact as is deemed appropriate by the Congress or such committee.

"Sec. 3. The right to alter, amend, or repeal this Act is expressly reserved."

The amendment was agreed to.

The Senate bill, as amended, was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

AMENDING SECTIONS 2734, 2733, AND 715 OF TITLE 10, UNITED STATES CODE, TO AUTHORIZE THE SECRETARY CONCERNED TO MAKE PARTIAL PAYMENTS ON CERTAIN CLAIMS WHICH ARE CERTIFIED TO CONGRESS

The Clerk called the bill (H.R. 4247) to amend section 2734 of title 10, United States Code, to authorize the Secretary concerned to make partial payments on certain claims which are certified to Congress.

The SPEAKER pro tempore. Is there objection to the present consideration of the bill?

Mr. HALL. Mr. Speaker, I ask unanimous consent that this bill be passed over without prejudice.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Missouri?

There was no objection.

AMENDING SECTION 336(c) OF THE IMMIGRATION AND NATIONALITY ACT

The Clerk called the bill (H.R. 3666) to amend section 336(c) of the Immigration and Nationality Act.

The SPEAKER pro tempore. Is there objection to the present consideration of the bill?

Mr. PELLY. Mr. Speaker, reserving the right to object, and I do this not to indicate opposition to the legislation because I think it has merit, but on the other hand as I read it, it would change the policy under the rules and the criteria that have been established by the official objectors. It seems to me this is not the right type of calendar under which this legislation should be considered.

Therefore, Mr. Speaker, I withdraw my reservation of objection and ask unanimous consent that this bill be passed over without prejudice.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Washington?

There was no objection.

AMENDING SECTION 312 OF THE IMMIGRATION AND NATIONALITY ACT

The Clerk called the bill (H.R. 3667) to amend section 312 of the Immigration and Nationality Act.

There being no objection, the Clerk read the bill, as follows:

H.R. 3667

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the first proviso contained in paragraph (1) of section 312 of the Immigration and Nationality Act (8 U.S.C. 1423) is amended by striking out "or to any person who, on the effective date of this Act, is over fifty years of age and has been living in the United States for periods totaling at least twenty years" and by inserting in lieu thereof the following: "or to any person who, on the date of the filing of his petition for naturalization as provided in section 334 of this Act, is over fifty years of age and has been living in the United States for periods totaling at least twenty years".*

With the following committee amendments:

On page 1, at the end of the bill, add two new sections to read as follows:

"SEC. 2. Paragraphs (1) and (2) of section 320(a) of the Immigration and Nationality Act (8 U.S.C. 1431) are amended to delete the word 'sixteen' and substitute in lieu thereof the word 'eighteen'.

"SEC. 3. Paragraphs (4) and (5) of section 321(a) of the Immigration and Nationality Act (8 U.S.C. 1432) are amended to delete the word 'sixteen' and substitute in lieu thereof the word 'eighteen'."

The amendments were agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed.

The title was amended so as to read: "A bill to amend sections 312, 320(a), and 321(a) of the Immigration and Nationality Act."

A motion to reconsider was laid on the table.

EXTENSION OF GREAT PLAINS CONSERVATION PROGRAM

Mr. POAGE. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 10595) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, as amended.

The Clerk read as follows:

H.R. 10595

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act of August 7, 1956 (70 Stat. 1115), as amended, is hereby further amended by striking subparagraph (b) (1) of said Act and inserting in lieu thereof the following:*

"(1) The Secretary is authorized, within the amounts of such appropriations as may be provided therefor, to enter into contracts of not to exceed ten years with owners and operators of land in the Great Plains area having such control as the Secretary determines to be needed for the contract period of the farms, ranches, or other lands covered thereby. Such contracts shall be designed to assist farm, ranch, or other land owners or operators to make, in orderly progression over a period of years, changes in their cropping systems or land uses which are needed to conserve, develop, protect, and utilize the soil and water resources of their farms,

ranches, and other lands and to install the soil and water conservation measures and carry out the practices needed under such changed systems and uses. Such contracts may be entered into during the period ending not later than December 31, 1981, on farms, ranches, and other lands in counties in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming, designated by the Secretary as susceptible to serious wind erosion by reason of their soil types, terrain, and climatic and other factors. The land owner or operator shall furnish to the Secretary a plan of farming operations or land use which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which such land is located, and which outlines a schedule of proposed changes in cropping systems or land use and of the conservation measures which are to be carried out on the farm, ranch, or other land during the contract period to protect the farm, ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures for (a) enhancing fish and wildlife and recreation resources, (b) promoting the economic use of land, and (c) reducing or controlling agricultural related pollution. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the land owner or operator shall agree—

"(i) to effectuate the plan for his farm, ranch, or other land substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified by the Secretary pursuant to paragraph (3) of this subsection;

"(ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the land if the Secretary, after considering the recommendations of the soil and water conservation district board, determines that such violation is of such a nature as to warrant termination of the contract, or to make refunds or accept such payment adjustments as the Secretary may deem appropriate if he determines that the violation by the owner or operator does not warrant termination of the contract;

"(iii) upon transfer of his right and interest in the farm, ranch, or other land during the contract period to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder unless the transferee of any such land agrees with the Secretary to assume all obligations of the contract;

"(iv) not to adopt any practice specified by the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

"(v) to such additional provisions as the Secretary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program. In return for such agreement by the land owner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost (including labor) to be shared shall be that part which the Secretary determines is necessary and



appropriate to effectuate the physical installation of the conservation practices and measures under the contract;"

SEC. 2. Subparagraph (b) (2) is amended to read:

"(2) the Secretary may terminate any contract with a land owner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary;"

SEC. 3. Subparagraph (b) (7) of said Act is amended to read:

"(7) there is hereby authorized to be appropriated without fiscal year limitations, such sums as may be necessary to carry out this subsection: *Provided*, That the total cost of the program (excluding administrative costs) shall not exceed \$300,000,000, and for any program year payments shall not exceed \$25,000,000. The funds made available for the program under this subsection may be expended without regard to the maximum payment limitation and small payment increases required under section 8(e) of this Act, and may be distributed among States without regard to distribution of funds formulas of section 15 of this Act. The program authorized under this subsection shall be in addition to, and not in substitution of, other programs in such area authorized by this or any other Act."

The SPEAKER pro tempore (Mr. McFALL). Is a second demanded?

Mr. KLEPPE. Mr. Speaker, I demand a second.

The SPEAKER pro tempore. Without objection, a second will be considered as ordered.

There was no objection.

Mr. POAGE. Mr. Speaker, I yield myself such time as I may consume.

This bill merely provides an extension of the existing Great Plains conservation program, which is, I believe, one of the best accepted of our conservation programs in the country. A Great Plains conservation program was authorized under Public Law 1021, 84th Congress, to provide farmers and ranchers in the critically erodible areas of the Great Plains, known in the 1930's as the "Dust Bowl", with long-range costsharing on conservation practices and technical assistance in their application. The program is designed to improve and conserve the resources of this vast agricultural area. The program supplements other soil and water conservation programs; it is also coordinated with the objectives of local conservation districts, State agencies, and community groups. It contemplates reorientation of the use of badly eroded lands, in the area formerly known as the Dust Bowl. It involves areas covering the major part of 10 Midwestern States. It rests on contracts of from 3 to 10 years with landowners, whereby they undertake to carry out certain practices with certain governmental assistance.

While drought, destructive winds and floods, and other natural disasters cannot be prevented, their damaging effects can be minimized. The Great Plains conservation program is an integral part in any reduction of their effect.

The bill pending would also define by law the role of soil and water conservation districts in the implementation of the program.

The bill would allow the Secretary to enter into contracts on land units not usually considered farms or ranches when erosion of those tracts was serious enough to threaten the surrounding area.

The bill would allow modification of contracts to make provisions of this program more complementary to other U.S. Department of Agriculture administered programs.

The Great Plains program is not a land retirement program, and the failure of one landowner to participate does not very often reduce the benefits to others. In this respect this program is definitely different from the land retirement and crop reductions of other Department of Agriculture programs. The program is directed at shifts and changes in land uses to better conserve the land resources. In order that as many farmers and ranchers as possible participate, a limit of \$25,000 over the entire contract period for any one unit, or \$2,500 in any 1 year, was established. This limit is continued by the pending bill. The average cooperating landowner has a program of about 5½ years' duration, during which time the Federal Government participates at the rate of \$630 per year. As of June 30, 1968, a total of 31,122 contracts involving more than 56 million acres had been executed.

Under the program, the Department furnishes a part of the cost for the installation of permanent-type conservation practices under long-term contracts.

Second, the Department provides the technical services of trained conservationists, engineers, and other agricultural specialists to plan and help install programs adapted to each farm or ranch. These include scheduling of treatment measures and the technical help in design, layout, and site selection, as well as actual technical supervision of construction.

In addition to conserving the lands, the program has had the side effect of improving marginal farms and ranches to the point that income has been substantially enhanced. Equally important has been the reduction in sediment pollution of streams and air.

The bill provides for a continuation of this work at the same rate of authorized expenditures as in the past, which is \$15 million per year, and which over a 20-year period would be \$300 million with a limitation of expenditure of \$25 million in any one year. Obviously, if \$25 million is spent in 1 year, less than \$15 million will have to be spent in some other years.

It was felt by some on the committee that this program should be extended to cover additional States. It was finally agreed, however, that while some extension of area was needed, that such extension should be within the States already included, and the Department agreed that it had the authority and under the pending bill would have authority to extend this program to additional counties within the 10 States now included as the needs in those areas indicated.

I know of no reason for objecting to a continuation of this program, which has

proven such a success, as is a program which is working and is relatively modest—quite modest as far as modern-day programs are concerned—and one which involves the protection of the soil over a very vast area. Actually it involves the people over all the United States, because those of you who are old enough to remember will recall that in the middle 1930's there were duststorms which actually blew dust into this Capitol in the District of Columbia, the dust originating in the Midwestern States—the very area which we are trying to protect now under this bill.

I reserve the balance of my time. I yield to the gentleman from South Dakota such time as he desires.

Mr. KLEPPE. Mr. Speaker, I commend the chairman of our committee for his explanation of the bill, and most assuredly I join in his remarks.

I would just like to point out for the Record, that of the 27 original sponsors of legislation to extend the Great Plains conservation program, all 27 are part and parcel of this legislation. H.R. 10595, which we have under consideration, contains 20 names. I would like the Record to show that in addition to those, the names of Mr. BELCHER, Mr. ASPINALL, Mr. MAHON, Mr. STEED, Mr. LUJAN, Mr. FOREMAN, and Mr. ROGERS of Colorado should be shown as cosponsors of this legislation also.

The only reason they were not originally shown on the bill was because, first of all, we could have only 25 names on the bill, and second, on the day when the bill was introduced, we just could not physically and personally contact all, so H.R. 10677 was introduced the following day with these additional names on it.

This is good legislation, Mr. Speaker, and I most assuredly commend it to the Members of the House and recommend its passage.

(Mr. BERRY (at the request of Mr. KLEPPE) was given permission to extend his remarks at this point in the Record.)

Mr. BERRY. Mr. Speaker, I rise in support of H.R. 10595, a bill to extend the Great Plains conservation program.

As a cosponsor of this legislation, extending the existing program for 10 years, I cannot stress too strongly that dependable agriculture in the Great Plains States is vital to all America. The 10 States which participate in the program contain over a third of our Nation's land area and two-fifths of our cropland.

H.R. 10595 will provide for the continuation of a program to assist farmers and ranchers in developing good conservation practices through utilization of water resources and prevention of soil erosion. In addition, the program provides opportunities for participants to stabilize their operations by insuring carry over feed for livestock to avoid untimely sales during drought or other emergencies.

Under the provisions of the bill, the amount of the appropriation will be increased from the present spending level of \$150 million to \$300 million, with not more than \$25 million to be expended in any 1 year.

The Secretary of Agriculture is authorized within the amounts of these appropriations to enter into contracts with



farmers and ranchers for a period of up to 10 years. In order to allow as many farmers and ranchers as possible to participate, a limit of \$25,000 for any one unit has been established.

Statistics indicate that contracts average about \$3,500 in Federal cost sharing, spread over about 5½ years. This means about \$630 a year in Federal cost sharing is used by individuals on the average in carrying his conservation program to completion.

At this point, it might be well to give a brief history of how this program was started and what it has accomplished to date.

During the mid-1950's the Great Plains suffered from an extended drought which caused severe wind erosion, loss of crops, untimely sales of livestock and in some cases, loss of farms and ranches due to economic stress.

It was a repeat of the severe land damage in the 1930's which led to the origin of the term "dust bowl" for a large area of the Plains.

Consequently, in 1956 Congress passed legislation establishing the Great Plains conservation program. U.S. Department of Agriculture agency representatives at State levels, along with other interested groups of soil and water conservationists, worked together in setting out the boundaries and recommended to the Secretary of Agriculture the initial counties in each State to be eligible to participate in the program.

Today, that area embraces 427 counties in parts of the 10 States of Montana, South Dakota, North Dakota, Wyoming, Nebraska, Colorado, Kansas, Oklahoma, New Mexico, and Texas.

As of June 30, 1968, a total of 31,122 contracts covering 56,601,700 acres had been executed.

In the Second Congressional District of South Dakota, which I am privileged to represent, 39 of the district's 43 counties participate in the program. The farmers and ranchers in these counties have signed 1,509 contracts since the inception of the program, covering 4½ million acres. In addition, there are 348 applications pending in South Dakota and about 5,000 in the 10-State area.

In my judgment, this program has proven itself in providing technical and financial assistance through long-term contractual arrangements to help farmers and ranchers install complete conservation programs on their entire operating units.

There is much, however, that still needs to be accomplished. As I indicated earlier, over 5,000 applications are still pending. It is imperative that this program be continued if we are to keep the almost certain drought cycles from re-occurring in the Plains area.

We cannot afford to leave this area unprotected again.

Mr. BROTZMAN (at the request of Mr. KLEPPE) was given permission to extend his remarks at this point in the RECORD.)

Mr. BROTZMAN. Mr. Speaker, I was pleased to join with my distinguished colleague, Congressman KLEPPE and others, as a sponsor of the Great Plains conservation program.

This program has provided a voluntary soil conservation program to protect farmers and ranchers in Colorado and the other Plains States from the hazards of drought for the last 13 years.

During that time more than 32,000 farmers and ranch operators have taken part in the program which emphasizes better utilization of land, and control of wind erosion and moisture.

As a supplement to the other Department of Agriculture programs in the plains region, the program has been a great success. But the job is far from done. The 1971 expiration date will come long before the critical conservation needs for the Great Plains can be met.

Therefore, I urge my distinguished colleagues to act favorably on this bill, H.R. 10595, which would extend the program for another 10 years.

(Mr. SHRIVER (at the request of Mr. KLEPPE) was given permission to extend his remarks at this point in the RECORD.)

Mr. SHRIVER. Mr. Speaker, I rise in support of H.R. 10595, of which I am a cosponsor, with the distinguished Congressman from North Dakota (Mr. KLEPPE). This bill authorizes the Secretary to enter into contracts of not to exceed 10 years with owners and operators of land in the Great Plains area.

Without this action today this important conservation program would expire in 1971 leaving much undone.

This program was designed to assist farmers and ranchers in applying conservation programs throughout the vast plains area. As I have stated, it has become apparent the critical conservation needs in the 10 Great Plains States, including Kansas, cannot be met by the end of 1971.

We are aware of the great strides which have been made in conservation work as a result of this partnership between the Federal Government, farmers and ranchers, and local and State governments.

However, we are constantly reminded by nature that the job is far from finished. The ability of the farmer to provide for the future food needs of our Nation may depend on our continuing investments in agricultural programs such as the Great Plains conservation program.

More than half of the crop, range, and pasture lands within the 423 counties participating in this program is still vulnerable to damage and still in need of conservation treatment.

The Committee on Agriculture has recognized the importance of extending the life of this program and authorizing adequate financing.

This legislation authorizes \$300 million for the total cost of the program and enables the Secretary to make payments of up to \$25 million in any program year.

With the extension of the Great Plains conservation program, we will see this region and the Nation move closer to the time when all of the lands will be protected from wind erosion problems and proper soil and water conservation measures will be implemented.

Mr. DENNEY. Mr. Speaker, in past years I have pointed with pride to the

fine conservation record in Nebraska. Historically we have measured progress in miles of terraces, numbers of farm ponds, and other on-the-land conservation treatment.

The Great Plains conservation program—Public Law 1021—is being utilized in all of the 60 eligible counties in the western part of the State. Under this program, the Soil Conservation Service assists farmers and ranchers to develop a complete conservation plan for their farm or ranch. The Soil Conservation Service also provides technical and cost-sharing assistance for installing the needed and agreed-to measures over a reasonable period of years.

Strip cropping is one of the practices used in the Great Plains program. Across the western two-thirds of the State, grass seeding—converting cropland to permanent native grass—is the No. 1 practice.

Over 5,000,000 acres of land in the State have been placed under contract for complete conservation treatment. In contracts in Nebraska, an average of 25 percent of the original cropland is being seeded permanently to native grass. This means as of July 1968, over 200,000 acres of cropland were either planted or planned for retirement and without annual rental payments.

It is estimated that the present accomplishments under the Great Plains program are about one-fifth of the potential in the 60 eligible counties. A recent conservation needs inventory shows counties reporting 817,000 acres of sub-marginal cropland that should be planted permanently to grass.

The extension of the Great Plains conservation program for another 10 years and an increase in the program authorization would enable the Great Plains area to move much closer to the time when all the lands of this vital region will be protected.

It makes good sense to extend this program.

The SPEAKER pro tempore. The question is on the motion of the gentleman from Texas that the House suspend the rules and pass the bill H.R. 10595, as amended.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill, as amended, was passed.

A motion to reconsider was laid on the table.

#### GENERAL LEAVE TO EXTEND

Mr. KLEPPE. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the subject of the bill (H.R. 10595) just passed.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from North Dakota?

There was no objection.

#### SPECIAL HOUSING FOR PARAPLEGICS

Mr. TEAGUE of Texas. Mr. Speaker, I move to suspend the rules and pass the bill (S. 408) to modify eligibility require-



countries and literally hundreds of separate business firms.

More than 20 years ago, my good friend Nelson Rockefeller created the International Basic Economy Corporation as a means of pioneering new ideas in Latin American investment. IBEC's main purpose was to stimulate private enterprise in certain areas deemed critical to national development. Many of these areas have been incorporated into national development plans, proving the essential far-sightedness of the Rockefeller approach.

Today, IBEC operates in such widely diverse areas as the development of supermarkets, banking, and the production of machinery for the chemical processing industry. Its branches can be found from Brazil to Puerto Rico. It has never been a big money-maker, but it has always been long on social awareness. It makes less than one per cent profit on its total assets and pays three times as much taxes in Latin America as in the United States.

If the low-profit example of IBEC doesn't commend itself to all American businessmen, there are countless firms that have made excellent profits while establishing solid economic and social ties in their host country. They buy all the goods they possible can from local sources, hire local personnel and promote them to high executive positions.

Another model, perhaps even more pertinent to Latin America's mood today, is the ADELA Investment Company. The brainchild of Senator Jacob K. Javits of New York, ADELA is a multinational private investment company, founded on the principle that when capital comes from many countries, it loses its national identity. ADELA attracts investment not only from the United States, but from Latin American and European countries as well. And it channels its investments into projects that have a distinct multinational potential. In the past three-and-a-half years, ADELA has funnelled \$800 million worth of multinational capital to Latin America.

This is of crucial importance, for the future of Latin America lies in the economic integration movement and in the development of the private sector along multinational lines.

For the foreign investor, the message should be clear: the brightest opportunities lie in multinational joint ventures with Latin American participation.

It is no accident that a best-selling book in Latin America is *The American Challenge* by the French author, Jean-Jacques Servan-Schreiber. The Frenchman is an unabashed admirer of the giant American corporation which operates in Europe. He is impressed by its size, its efficiency, its managerial talent and its technology. But he is also worried. For he sees such American firms far outstripping European firms and eventually eliminating them from any hope of competition.

European business must make a determined effort, says Servan-Schreiber, to create its own corporate giants, even if it must do so through political union. The main beneficiaries of the European Common Market so far have been the American corporations which have seen the potential offered by economic integration and have seized on its vastly expanded markets.

Latin America is now engaged in an all-out effort to create its own economic integration movement. At the Summit Conference in Punta del Este two years ago, the Presidents of the American nations pledged to have a common market in substantial operation by 1985. That target date is overly enthusiastic, but I for one believe that the movement toward regional economic union is inexorable. And I further believe that for Latin America to assure that the vastly expanded market serves the true economic and social interests of the people of the region,

it is necessary to create efficient multinational business corporations, jointly owned and jointly controlled by Latin American and foreign capital.

Without such multinational corporations, it will be exceedingly difficult to achieve integration . . . or development . . . or social justice for our people. For if mighty Europe cannot compete with you Americans, except on the basis of the multinational corporation, how can we Latin Americans hope to do so with our still less developed industrial base?

Economic nationalism, if properly channelled, can drive this hemisphere to still greater heights of self-discipline and self-help. It challenges the foreign investor and the national government to seek new means of accommodation and understanding.

It would be a tragic error to permit this force to degenerate into hatred of all things foreign. It would be equally tragic to try to understand it in terms of an "image problem" for U.S. business.

So long as there are vast areas of poverty in this hemisphere, there will continue to be discontent, frustration and anger. The greater the gap between the United States and Latin America in affluence, the greater will be the gap in understanding. So long as a foreign corporation, by its huge size and awesome economic power, raises the fear of domination in the Latin American mind, it will be seen as a threat to national interests, and it will come under suspicion and open attack.

Latin America is marching boldly and confidently along the road of economic and social progress so that a hundred million of men, women, and children, now victims of poverty, ignorance, and disease, may enjoy the abundant and satisfying life that is their God-given right. The road is long, and not without hazards, but it is also wide—wide enough for men of good will in business and government throughout the Americas to walk shoulder to shoulder, resolving their differences and working together for the common good.

#### THE GREAT PLAINS CONSERVATION PROGRAM

(Mr. MIZE asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. MIZE. Mr. Speaker, today's Consent Calendar includes H.R. 10595, a bill extending and expanding the Great Plains conservation program.

This legislation is extremely important to the 10 States in the Great Plains region, for it provides an opportunity for farmers and ranchers to enter into long-range conservation projects through contracts for cost-sharing with the Federal Government.

In the 10-State area, only 43 million acres of cropland and 91 million acres of rangeland have treatment adequate to protect the land from the ravages of wind and water erosion. There are still 67.5 million acres of cropland and 124 million acres of rangeland which must be protected.

Farmers and ranchers have a public responsibility to all Americans to insure the future productivity of our richest resource: our bounteous and generous soil. But farmers and ranchers simply cannot afford the high cost of proper conservation measures—without the assistance provided by the Great Plains conservation program, millions of acres

of valuable land will be lost to marginal productivity, increased erosion, and destruction.

Mr. Speaker, I am particularly pleased with the legislation before us. As cosponsor of H.R. 10595, I am pleased to report that the legislative history of this bill, through exchanges between Chairman POACE of the Agricultural Committee and representatives of the U.S. Department of Agriculture, clearly provides for expansion of the Great Plains conservation program to additional counties not now permitted to participate in its benefits.

Let me make my position very clear: The administrators of the Great Plains conservation program at the Department of Agriculture will, upon passage of H.R. 10595, be permitted to review the need of each and every county in the 10-State region. Should counties now excluded from participation demonstrate positive need for conservation assistance, the Department will have complete freedom, subject to budget limitations, to extend the benefits of the program to new counties, new farms, and rangeland.

As the immediate needs of the participating counties are met over time, funds and administrative talent will become available in increasing amounts to attack the problems of counties heretofore ineligible for participation.

Our experience with Great Plains conservation program since the 1950's has shown us that there is no better investment for the Government than soil and water conservation. Billions of dollars of future production potential has been protected with a Federal expenditure of less than \$120 million. Such economics reflect great credit upon the Department of Agriculture and the Congress.

Mr. Speaker, I urge all Members to support H.R. 10595, for this legislation represents some of the finest work that the Congress can perform, for the benefit of all Americans.

#### FEDERAL JUDGES SHOULD BE RE-CONFIRMED EACH 6 YEARS

(Mr. DICKINSON asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. DICKINSON. Mr. Speaker, I am today introducing legislation which I sponsored in both the 89th and 90th Congresses. This proposed constitutional amendment would require that Federal judges be reconfirmed by the U.S. Senate every 6 years. Any Federal judge not reconfirmed by the Senate would be required to vacate the office and retire, if eligible.

In order for one to be a U.S. district judge, a circuit court judge, or a Justice on the U.S. Supreme Court, he is nominated by the President and confirmed by the Senate. Although extensive investigations are conducted, once a Federal judge is confirmed, the job is his for life and he is answerable to no one. Even though a Federal judge may become incompetent or senile or may behave immorally, unless he decides to retire, there is no machinery available for his re-



moval unless he has committed a crime for which he can be impeached.

I believe Members of the House of Representatives are familiar with the difficulties involved in the impeachment process. It is so cumbersome and impractical that only four Federal judges have been removed from office by impeachment in our Nation's history.

Mr. Speaker, the unfortunate chain of events surrounding a U.S. Supreme Court Justice in recent months convinces me that the constitutional amendment I am proposing is needed. Had former Supreme Court Justice Abe Fortas not resigned his office, the only recourse available to the people of the Nation would have been the demand that the Congress initiate impeachment proceedings.

I am not charging Mr. Fortas with the commission of a crime, for the complete information about his business dealings is not available to me. As a matter of fact, his explanation of his actions—if facts support his contentions—indicates that no criminal action took place. In my opinion, however, his actions were injudicious, to say the very least, and violated canons of accepted activities of Federal judges.

Therefore, Mr. Speaker, it appears unlikely, from my point of view—based on information given to the public—that sufficient support could have been mustered to successfully push through an impeachment resolution in the House and obtain the necessary two-thirds vote in the Senate to remove Mr. Fortas from office, even though his private dealings indicate to me that he did not conduct himself in accordance with accepted standards for Supreme Court Justices.

The constitutional amendment I am proposing would provide us with some measure of control over the activities of the members of the Federal judiciary. Everyone should be answerable to someone else, Mr. Speaker, and I believe that Federal judges should not be excluded.

#### THE LATE DR. ABRAHAM VEREIDE

(Mr. TALCOTT asked and was given permission to address the House for 1 minute.)

Mr. TALCOTT. Mr. Speaker, as President of the House Prayer Breakfast Group, it is my sad responsibility to inform the House of the death of Dr. Abraham Vereide.

I say sad only because Dr. Vereide died much too soon, even though he was 82 and lived a wonderful, complete, and productive life.

Dr. Abraham Vereide, who was a Methodist minister and a founder of International Christian Leadership, to promote prayer breakfasts, died Friday at Montgomery General Hospital after a heart attack. He lived at 3360 Chiswick Court, Silver Spring.

Born in Norway, Dr. Vereide came to the United States in 1905 with 10 cents in his pocket. He worked for railroads and mines in Montana before gaining admission to Northwestern University's Garrett Theological Seminary.

He was ordained a minister in 1908 and was a pastor between 1910 and 1935 in Kenosha, Wis., Spokane and Seattle,

Wash., Portland, Oreg., and Boston, Mass. He became an American citizen in 1913.

Between 1921 and 1924 he was superintendent of the Pacific Northwest District of the Norwegian-Danish-Methodist-Episcopalian Church. He established a Goodwill Industries branch in Seattle during the 1920's and was associate general superintendent for Goodwill in Boston from 1931 to 1934.

With a group of 19 business executives, Dr. Vereide in 1935 founded the prayer breakfast group in Seattle—a movement aimed at cultivating Christian leadership in government, business, education, and other professions.

In 1941, Dr. Vereide came to Washington and met with Members of Congress at the Willard Hotel. The result was the formation of separate Senate and House breakfast groups which meet once a week while Congress is in session.

The meeting also led to International Christian Leadership presidential breakfasts, held at the opening of Congress each year. The group also holds breakfast meetings for Governors, mayors, and professional groups around the world. Dr. Vereide was executive director emeritus of the organization at the time of his death.

His wife, Mattie B., died January 30. Friends may call at Fellowship House, 2817 Woodland Drive NW., from 2 to 8 p.m. today. Burial will be private.

A memorial service will be held at 11 a.m. Tuesday at the Fourth Presbyterian Church, 5500 River Road, Bethesda.

Mrs. Talcott and I join many others in extending our condolences to Dr. Vereide's family and also in expressing our gratitude for his great leadership while living.

#### HEARINGS ON STUDENTS FOR A DEMOCRATIC SOCIETY

(Mr. ICHORD asked and was given permission to address the House for 1 minute, to revise and extend his remarks and include extraneous matter.)

Mr. ICHORD. Mr. Speaker, the House Committee on Internal Security will very shortly begin public hearings on activities of the Students for a Democratic Society.

A full-scale field investigation of the organization was launched by the committee staff on March 6, when committee members met and authorized such an investigation as the first step in an in-depth study of revolutionary violence in the United States. No public announcement of the specific object of the committee's interest was made at that time, however, in order that the inquiry could go forward in an orderly and expeditious manner.

Last week, the members of the committee unanimously approved the holding of public hearings at an early date. It is my intention to schedule the initial public hearings the first week in June.

Most of the violence being reported from college and university campuses is being attributed to the Students for a Democratic Society. And we apparently are not going to have any surcease, if SDS leaders have their way.

Even graduation ceremonies in our Nation's universities and colleges represent opportunities for violence and disruption, according to a national officer of SDS.

At a recent news conference Bernadine Dohrn, national interorganizational secretary of SDS, reportedly declared that the SDS "presence will be known at graduation ceremonies where the big people will come as speakers." "It will be more than just a walkout from the ceremonies," she threatened.

As for SDS' summer vacation plans, Miss Dohrn offers the chaotic prospect of SDS members working in the neighborhoods and fighting "police invaders if we have to."

Miss Dohrn's news conference was reported in the New York Times of May 14, 1969, and I ask permission to insert the article at this point in my remarks.

[From the New York Times, May 14, 1969]

#### SDS PLANS DISRUPTIONS AT GRADUATION CEREMONIES

CHICAGO, May 13.—The Students for a Democratic Society plans disruptions at university and college graduation ceremonies. Bernadine Dohrn, national interorganizational secretary, said today.

"Our presence will be known at graduation ceremonies where the big people will come as speakers," she said at a news conference. "It will be more than just a walkout from the ceremonies."

Miss Dohrn said S.D.S. "will work with kids in the neighborhood that fight the police invaders when we have to" this summer.

"We will go around the country wherever the rich people go—like Rockefeller, Nixon, and Kennedy," she said.

#### WEST SIDE HIGH SCHOOL PUPILS EXPRESS ANXIETY OVER POLLUTED LAKE ERIE

(Mr. FEIGHAN asked and was given permission to address the House for 1 minute, to revise and extend his remarks and include extraneous matter.)

Mr. FEIGHAN. Mr. Speaker, the House of Representatives recently passed the Water Quality Improvement Act of 1969, designed to protect public waters from pollution by oil, sewage, and other matter, and authorizing grants for water-quality research and education.

The quality of our waterways is a matter of deep concern to me and I have continually supported legislation to improve our antipollution efforts.

Clevelanders are equally enthusiastic over steps to upgrade our water quality as their recreational pursuits are directly affected by the quality of Lake Erie. The citizens of Cleveland recently approved a \$100 million bond issue to improve the water quality of Lake Erie and their interest has succeeded in influencing their youngsters to express a similar concern for the appallingly polluted condition of the lake.

Mr. Speaker, 41 ninth-grade pupils from West High School have written to express their anxiety over the polluted conditions of Lake Erie. These teenagers are worried that the level of pollution content in Lake Erie will continue to increase with no immediate remedial measures emanating from the Federal Government. They are disturbed by the offensive aromas rising from the con-







91ST CONGRESS  
1ST SESSION

# H. R. 10595

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IN THE SENATE OF THE UNITED STATES

MAY 23, 1969

Read twice and referred to the Committee on Agriculture and Forestry

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## AN ACT

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*  
3 That the Act of August 7, 1956 (70 Stat. 1115), as  
4 amended, is hereby further amended by striking subpar-  
5 agraph (b) (1) of said Act and inserting in lieu thereof the  
6 following:

7 “(1) the Secretary is authorized, within the  
8 amounts of such appropriations as may be provided  
9 therefor, to enter into contracts of not to exceed ten  
10 years with owners and operators of land in the Great

1 Plains area having such control as the Secretary de-  
2 termines to be needed for the contract period of the  
3 farms, ranches, or other lands covered thereby. Such  
4 contracts shall be designed to assist farm, ranch, or  
5 other land owners or operators to make, in orderly  
6 progression over a period of years, changes in their  
7 cropping systems or land uses which are needed to  
8 conserve, develop, protect, and utilize the soil and  
9 water resources of their farms, ranches, and other  
10 lands and to install the soil and water conservation  
11 measures and carry out the practices needed under such  
12 changed systems and uses. Such contracts may be  
13 entered into during the period ending not later than  
14 December 31, 1981, on farms, ranches, and other lands  
15 in counties in the Great Plains area of the States of  
16 Colorado, Kansas, Montana, Nebraska, New Mexico,  
17 North Dakota, Oklahoma, South Dakota, Texas, and  
18 Wyoming, designated by the Secretary as susceptible  
19 to serious wind erosion by reason of their soil types,  
20 terrain, and climatic and other factors. The land owner  
21 or operator shall furnish to the Secretary a plan of  
22 farming operations or land use which incorporates  
23 such soil and water conservation practices and prin-  
24 ciples as may be determined by him to be practicable  
25 for maximum mitigation of climatic hazards of the

1 area in which such land is located, and which outlines  
2 a schedule of proposed changes in cropping systems  
3 or land use and of the conservation measures which  
4 are to be carried out on the farm, ranch, or other  
5 land during the contract period to protect the farm,  
6 ranch, or other land from erosion and deterioration by  
7 natural causes. Such plan may also include practices  
8 and measures for (a) enhancing fish and wildlife  
9 and recreation resources, (b) promoting the economic  
10 use of land, and (c) reducing or controlling agricul-  
11 tural related pollution. Inclusion in the farm plan of  
12 these practices shall be the exclusive decision of the  
13 land owner or operator. Approved conservation plans  
14 of land owners and operators developed in cooperation  
15 with the soil and water conservation district in which  
16 their lands are situated shall form a basis for contracts.  
17 Under the contract the land owner or operator shall  
18 agree—

19 “(i) to effectuate the plan for his farm, ranch,  
20 or other land substantially in accordance with the  
21 schedule outlined therein unless any requirement  
22 thereof is waived or modified by the Secretary pur-  
23 suant to paragraph (3) of this subsection;

24 “(ii) to forfeit all rights to further payments or  
25 grants under the contract and refund to the United



1 States all payments or grants received thereunder  
2 upon his violation of the contract at any stage dur-  
3 ing the time he has control of the land if the Secre-  
4 tary, after considering the recommendations of the  
5 soil and water conservation district board, deter-  
6 mines that such violation is of such a nature as to  
7 warrant termination of the contract, or to make re-  
8 funds or accept such payment adjustments as the  
9 Secretary may deem appropriate if he determines  
10 that the violation by the owner or operator does not  
11 warrant termination of the contract;

12 “(iii) upon transfer of his right and interest in  
13 the farm, ranch, or other land during the contract  
14 period to forfeit all rights to further payments or  
15 grants under the contract and refund to the United  
16 States all payments or grants received thereunder  
17 unless the transferee of any such land agrees with  
18 the Secretary to assume all obligations of the  
19 contract;

20 “(iv) not to adopt any practice specified by  
21 the Secretary in the contract as a practice which  
22 would tend to defeat the purposes of the contract;

23 “(v) to such additional provisions as the Sec-  
24 retary determines are desirable and includes in the  
25 contract to effectuate the purposes of the program



1 or to facilitate the practical administration of the  
2 program. In return for such agreement by the land  
3 owner or operator the Secretary shall agree to share  
4 the cost of carrying out those conservation practices  
5 and measures set forth in the contract for which he  
6 determines that cost sharing is appropriate and in  
7 the public interest. The portion of such cost (in-  
8 cluding labor) to be shared shall be that part which  
9 the Secretary determines is necessary and appropri-  
10 ate to effectuate the physical installation of the con-  
11 servation practices and measures under the con-  
12 tract;"

13 SEC. 2. Subparagraph (b) (2) is amended to read:

14 "(2) the Secretary may terminate any contract  
15 with a land owner or operator by mutual agreement with  
16 the owner or operator if the Secretary determines that  
17 such termination would be in the public interest, and  
18 may agree to such modification of contracts previously  
19 entered into as he may determine to be desirable to  
20 carry out the purposes of the program or facilitate the  
21 practical administration thereof or to accomplish equita-  
22 ble treatment with respect to other similar conservation,  
23 land use, or commodity programs administered by the  
24 Secretary;"

1        SEC. 3. Subparagraph (b) (7) of said Act is amended  
2 to read:

3            “(7) there is hereby authorized to be appropriated  
4 without fiscal year limitations, such sums as may be  
5 necessary to carry out this subsection: *Provided*, That the  
6 total cost of the program (excluding administrative  
7 costs) shall not exceed \$300,000,000, and for any  
8 program year payments shall not exceed \$25,000,000.  
9 The funds made available for the program under this  
10 subsection may be expended without regard to the  
11 maximum payment limitation and small payment in-  
12 creases required under section 8 (e) of this Act, and  
13 may be distributed among States without regard to dis-  
14 tribution of funds formulas of section 15 of this Act.  
15 The program authorized under this subsection shall be in  
16 addition to, and not in substitution of, other programs in  
17 such area authorized by this or any other Act.”

Passed the House of Representatives May 19, 1969.

Attest:

W. PAT JENNINGS,

*Clerk.*



91<sup>ST</sup> CONGRESS  
1<sup>ST</sup> SESSION

**H. R. 10595**

---

## **AN ACT**

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

---

MAY 23, 1969

Read twice and referred to the Committee on  
Agriculture and Forestry







# **DIGEST** of Congressional Proceedings.

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued June 20, 1969  
For actions of June 19, 1969  
91st 1st No. 101

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HIGHLIGHTS: Senate passed second supplemental appropriation bill. Senate committee "tentatively agreed" to extend food stamp program. Senate committees voted to report Great Plains conservation and disaster relief bill. Consent granted for House consideration next week of continuing appropriation resolution.



SENATE

1. APPROPRIATIONS. Passed, 87-2, with amendments H. R. 11400, the second supplemental appropriation bill, 1969. pp. S6789-94, S6800-13

Agreed to the following amendments:

- By Sen. Spong, to increase by \$360,000 funds for higher educational activities which shall be considered as interest earned on a sum authorized to be appropriated in the D. C. Public Education Act for Federal City College and Washington Technical Institute. Sen. Spong stated this amendment would appropriate "in lieu of land-grant-endowment appropriation for the District of Columbia, a sum equivalent to the income on such an endowment. This will enable the extension work in nutrition education, homemaking, consumer and adult education in the District of Columbia to be tripled in the next year." pp. S6789-90
- By Sen. Javits, 89-1, to increase funds for the Neighborhood Youth Corps summer program under the Manpower Training and Development Act. pp. S6790-811
- Conferees were appointed. p. S6812

2. RECREATION. The Interior and Insular Affairs committee reported without amendment H. R. 11069, to authorize the appropriation of funds for Padre Island National Seashore (S. Rept. 91-261) and with amendments S. 912, to provide for the establishment of the Florissant Fossil Beds National Monument, Colo. (S. Rept. 91-263). p. S6739
3. TARIFF. Passed as reported H. R. 8644, to make permanent the existing temporary suspension on crude chicory roots. pp. S6733-6, S6816-17  
Conferees were appointed.
4. FOOD STAMPS. The "Daily Digest" states that the Agriculture and Forestry Committee "in executive session, tentatively agreed to extend authorization for the food stamp program through fiscal year 1972. Committee also tentatively agreed to report an original joint resolution increasing from \$340 million to \$750 million funds for this program for fiscal year 1970." p. D525

5. CONSERVATION. The "Daily Digest" states that the Agriculture and Forestry Committee voted to report (but did not actually report) S. 1790, the Great Plains conservation program bill. p. D525

Sen. Dole commended and inserted an article, "Surprising Secretary--Hickel Quiets Critics by Showing Great Zeal for Conservation Effort--Skeptics Are Still Dubious on Interior Chief, but He Acts on Oil Leaks, Parks--Leaning on a Powerful Aide." pp. S6750-2







June 24, 1969

7. POLLUTION. A subcommittee of the Interstate and Foreign Commerce Committee approved for full committee action H. R. 12085, to amend the Clean Air Act to extend the program of research relating to fuel and vehicles. p. D546  
Rep. Cleveland inserted an editorial, "Thermal Pollution: An Overheated Issue." pp. H5192-3
8. HOT DOGS. Rep. Landrum stated that while he agreed that chicken should be included on the ingredient label of hot dogs it would be confusing to require that the product label or name indicate the presence of chicken. p. H5079
9. TOBACCO. Rep. Carter supported the cigarette labeling and advertising bill as reported by the committee which would preempt the advertising ban proposed by the FCC. p. H5195
10. TAXATION. Rep. Podell stated that the "need for tax reform...is so obvious as to be blatant." pp. H5191-2  
Rep. Fascell stated that the "national economy requires retention of the surtax for a reasonable time and the American taxpayer requires more equal treatment from our tax laws." pp. H5157-8
11. CENSUS. Rep. Quillen advocated the number of mandatory questions contained in the census questionnaire be cut down to name, address, age, sex, head of household, race or color, and persons in home at time of census. pp. H5156-7
12. SHOE IMPORTS. Rep. Burke, Mass., expressed concern that small shoe factories are finding competition with foreign imports too much and are going out of business. pp. H5079-80
13. LEGISLATIVE PROGRAM. Rep. Albert announced that consideration of the surcharge extension bill "will be put over until a later date." pp. H5155-6

SENATE

14. FOOD STAMPS. Passed without amendment S. J. Res. 126, to increase from \$340 million to \$750 million the appropriation authorization to operate the food stamp program (pp. S6975, S6977-92, S6995-8). Sen. Ellender said, "Under the program that we hope to adopt early next month, the funds that will be appropriated in accordance with this joint resolution will be spent in accord with a revised food stamp program. In the joint resolution we are not attempting to change the present Food Stamp Act in any manner except to increase the amount of the authorization" (p. S6977).
15. CLAIMS. The Judiciary Committee reported with amendments S. 980, to provide U. S. courts with jurisdiction over contract claims against nonappropriated fund activities of the U. S. (S. Rept. 91-268). p. S7038
16. GREAT PLAINS. The Agriculture and Forestry Committee reported with amendments S. 1790, to continue the Great Plains conservation program (S. Rept. 91-269).  
p. S7038
17. YOUTH CORPS. The Interior and Insular Affairs Committee with amendments S. 1076, to establish in the Departments of the Interior and Agriculture a Youth Conservation Corps (S. Rept. 91-270). p. S7038

18. RIVER COMPACT. Passed without amendment S. 38, to provide congressional consent to the upper Niobrara River compact between Wyo. and Neb. The upper Niobrara River compact provides a division or apportionment between the States of the available surface water supply of the Upper Niobrara River Basin and to provide for studies of the subsurface water supplies of the basin. pp. S6993-4
19. NASA. The Aeronautical and Space Sciences Committee marked up and voted to report (but did not actually report) in the nature of a substitute bill, H. R. 11271, the 1970 NASA authorization bill. p. D543
20. APPROPRIATIONS. A subcommittee of the Appropriations Committee approved for full committee consideration H. R. 11582, the Treasury and Post Office Departments, the Executive Office of the President, and certain independent agencies appropriation bill, 1970. p. D543
21. TAXATION. Sen. Metcalf opposed taking action to extend the surtax without having a tax reform package to consider right along with it. p. S6995
22. INFLATION. Received from National City, Calif., City council a resolution praying for the enactment of legislation to halt current inflationary trends in the U. S. pp. S7037-8
23. FARM TRAINING. Sen. Yarborough submitted an amendment (for himself and Sen. Cranston jointly) to S. 338, to provide allowance increases to veterans engaged in on-the-job training, farm training, and vocational rehabilitation. The increases would be comparable to those provided in the bill for veterans taking high school and college courses under the GI bill. p. S7049
24. MEXICAN-AMERICANS. Sen. Goldwater praised and expressed his affection for Mexican-American citizens. p. S7053
25. FOREIGN AFFAIRS. Sen. Jackson inserted some articles which he recommended as a realistic and up-to-date interpretation of the "Soviet adversary." pp. S7055-62  
Sen. Nelson spoke of his concern over the Nigerian-Biafran controversy and inserted a report by a member of his staff on the subject. pp. S7068-70
26. HUNGER. Sen. McGovern commended the President's selection of Dr. Jean Mayer as Director of the October White House Conference on Food, Nutrition, and Health. pp. S7064-5  
Sen. McGovern inserted a "position paper" on hunger which he said demonstrates the inadequacies of the present food stamp program. pp. S7076-8
27. PESTICIDES. Sen. Nelson expressed concern over the use of pesticides chemicals and inserted supporting articles. pp. S7072-5

## GREAT PLAINS PROGRAM EXTENSION

---

JUNE 24, 1969.—Ordered to be printed

---

Mr. YOUNG of North Dakota, from the Committee on Agriculture and Forestry, submitted the following

## REPORT

[To accompany S. 1790]

The Committee on Agriculture and Forestry, to which was referred the bill (S. 1790) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

## SHORT EXPLANATION

This bill would extend the Great Plains conservation program for 10 years and enlarge its scope in a number of minor respects.

The program is one under which the Secretary enters into conservation cost sharing contracts of up to 10 years with producers in counties susceptible to wind erosion in the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming.

## DETAILS

The bill would—

(1) extend the time within which new Great Plains program contracts could be entered into to December 31, 1981 (now December 31, 1971).

(2) limit the total cost of the program (including administrative costs) during the 10 year period covered by the extension to \$250 million.

(3) limit the annual cost of the program (including administrative expenses) during the period of the extension to \$25 million.

(4) extend the program to nonfarm lands to the extent necessary to protect farm or ranch lands and to owners and operators who are not producers.



(5) Give the Secretary of Agriculture discretion to determine whether the landowner or operator has the necessary amount of control of the land, instead of requiring absolute control for the contract period. This would make possible, where conditions warrant, contracts on operating units where customary control is through annual leasing arrangements.

(6) Provide for Federal assistance, at the exclusive decision of the landowner or operator, in measures to—

- (a) enhance fish and wildlife and recreation resources,
- (b) promote economic use of the land, and
- (c) reduce or control agricultural related pollution;

(7) Provide that conservation plans must be developed in cooperation with the appropriate soil and water conservation district in order to form the basis for contracts.

(8) Permit modification of contracts by mutual agreement to “accomplish equitable treatment with respect to other similar conservation, land use, or commodity program.”

(9) require the Secretary to consider recommendations of the soil and water conservation district board before requiring a contract forfeiture.

#### COMMITTEE AMENDMENTS

The committee amendments are of a minor and generally technical nature. They would—

- (1) Correct references to the statute being amended,
- (2) Correct a typographical error,
- (3) Make it clear that contracts can be entered into with persons in possession under circumstances which provide adequate but not absolute assurance that they will control the land for the contract period,
- (4) Restrict contracts on lands, other than farm or ranch lands, to cases where erosion is so serious as to make such contracts necessary for the protection of farm or ranch lands,
- (5) Make it clear that contracts are to be entered into “with respect to”, rather than “on”, farms,
- (6) conform the provisions of the bill dealing with (i) fish and wildlife, economic use, and anti-pollution practices, and (ii) soil and water conservation district board contract forfeiture recommendations, to those adopted by the House of Representatives in H.R. 10595, and
- (7) keep the present limits on program expenditures through December 31, 1972, and impose a limit of \$250 million on total program costs and a limit of \$25 million on annual program costs (including administrative expenses in each case) for the period beginning January 1, 1972.

With the foregoing amendments the bill will be substantially identical to H.R. 10595, as passed by the House of Representatives. The only substantive difference (not counting those intended to require that the bill be carried out in accordance with intentions expressed in the House report, and the report of the Department of Agriculture) is the fund limitation described in item (7) above.



## NEED FOR THE LEGISLATION

The Great Plains region is a vast, productive, agricultural region which has problems peculiar to its environment. This area, commonly referred to as the "Dust Bowl" in the 1930's, can, through programs such as the one under consideration, continue to be a great productive reservoir if its productive capacity is safeguarded. The potential of the Great Plains area as a supplier of our Nation's foodstuffs can only be fully realized by putting into effect those practices and procedures which will more completely control the effects of weather hazards. Drought, destructive winds, floods, and other natural disasters cannot be prevented, but their damaging effects can be minimized. The Great Plains conservation program is an integral key to this need.

The region is subject to severe climatic variations that periodically bring wide suffering and serious economic losses. Because of the character of some soils in the region, and the normal low rainfall pattern, continuous cultivation of the entire area creates serious problems of wind erosion and resultant economic distress occur and recur.

In the 10-State area covered by the program there are approximately 110,500,000 acres of cropland and 215 million acres of range and pastureland. About 43 million acres of cropland and 91 million acres of range and pastureland now have treatment adequate to meet the conservation needs of the land. Thus, more than half the cropland, range, and pastureland still need conservation treatment. These acreages include about 5,500,000 acres of cropland that are not suited for sustained cropland production and should be converted to permanent vegetation, and about 12,500,000 acres of range and pastureland that need reestablishment of vegetative cover.

Conservation treatment of cropland, rangeland, and pastures produces substantial community and national benefits. Proper land use and treatment materially reduce the sediment polluting our Nation's streams and reduces soil dust in the air. Dust contamination of the air causes, among other things, serious respiratory ailments.

The fact that contracts covering less than one-half of the acreage in the designated counties have been executed is in itself conclusive evidence that much remains to be done under the program. The most recent report of the Soil Conservation Service of wind erosion damage, covering the calendar quarter ending on February 28, 1969, starkly reveals the continuing severity of the problem.

## ACRES OF LAND DAMAGED

Great Plains States.....	Number of counties reporting	Land damaged			Total land damaged	
		Crop- land	Range- land	Other land	Feb. 28, 1969	Feb. 29, 1968
Northern:						
Montana.....	15	20,650	-----	500	21,150	22,100
Nebraska.....	6	28,000	790	150	28,940	10,600
North Dakota.....	19	129,970	1,450	250	131,670	303,150
South Dakota.....	22	19,300	-----	-----	19,300	25,350
Wyoming.....	10	11,150	7,000	1,530	19,680	20,550
Subtotal.....	72	209,070	9,240	2,430	220,740	381,750
Southern:						
Colorado.....	10	16,125	20	5	16,150	6,160
Kansas.....	39	5,900	-----	-----	5,900	10,000
New Mexico.....	10	20,600	3,600	1,600	25,800	3,900
Oklahoma.....	17	34,531	47	102	34,680	1,200
Texas.....	56	365,510	8,600	13,710	387,820	56,020
Subtotal.....	132	442,666	12,267	15,417	470,350	77,280
Grand total.....	204	651,736	21,507	17,847	691,090	459,030

## BACKGROUND

## A. DEVELOPMENTS CULMINATING IN PASSAGE OF THE 1956 LEGISLATION

In early 1956 the Great Plains Agricultural Council with assistance from the U.S. Department of Agriculture recommended a program for the Great Plains which was transmitted to the Congress by President Eisenhower. Public Law 84-1021 establishing the Great Plains conservation program was enacted in August of that year.

U.S. Department of Agriculture agency representatives at State levels, along with directors of extension and experiment stations, State agricultural agencies, governing bodies of soil and water conservation districts, and other agricultural leaders jointly reviewed the hazardous wind erosion areas in each of the 10 States. They made recommendations to the Secretary of Agriculture as to the boundaries that should be established for program participation and recommended the initial counties in each State to be eligible to participate. After the initial designation, other counties within the area were required to request designation by the Secretary, based on criteria established for program participation.

The recommendations for action, along with testimony during the hearings, made clear that a strong effort must be made to stabilize the resources of the Plains. In addition to the critical need to establish protective cover on large acreages of unstable land, the program was designed to achieve a more stable agriculture, more dependable source of income, and a more satisfactory livelihood for the people of the region.

It was recognized that emergency treatment measures would not bring about this stability. A program to obtain complete conservation treatment on entire operating units as rapidly as possible was needed. The program, as developed under Public Law 84-1021, provides for technical as well as long-term cost-sharing assistance to help farmers and ranchers who are willing to install and maintain complete conservation on their units. Cost-share contracts range from not less than 3 years to not more than 10.

## B. OPERATION OF THE PROGRAM TO DATE

In establishing the operating policies of the program, it was determined that priority should be given to those farmers and ranchers who desired to change the use of their land in an effort to minimize the hazards of wind and water erosion. A plan of operations, including a time schedule of treatment installation, is a prerequisite for program participation. Conservation plans, developed in cooperation with soil and water conservation districts, serve adequately as a basis for contracts.

The Great Plains conservation program is not a land retirement program. No rental payments are included. It is aimed at obtaining shifts and improvement in land uses based on the varying capability of land, rather than crop reduction. This permits the units under contract to continue operation as viable farms and ranches contributing to the economic stability of rural communities. The program provides opportunities for participants to stabilize their operations by insuring carry-over feed for livestock to avoid untimely sales during drought or other emergencies. Through application of needed conservation treatment, more dependable production and more stable income is assured.

In order to allow as many farmers and ranchers as possible to get started on complete conservation plans, a limit of \$25,000 for any one unit was established. Experience has shown that contracts average about \$3,500 in Federal cost sharing spread over about 5½ years. This means about \$630 a year in Federal cost sharing is used by individuals on the average in carrying his conservation plan through to completion.

As of June 30, 1968, a total of 31,122 contracts covering 56,601,700 acres had been executed. The effect of the program in bringing about needed land-use adjustments is evidenced by the fact that producers have contracted to convert about 21 percent of their cropland to permanent cover. Nearly 15 percent of the cumulative cost-share payments paid to producers through June 30, 1968, was for the establishment of permanent grass on land previously used for cropland, and about 22 percent was for practices connected with the reestablishment of vegetative cover on range and pasturelands.

The average contract executed in fiscal year 1968 covered 1,604 acres with an average Federal cost-share obligation of \$3,471, as depicted on the following table:

PROGRESS REPORT OF THE GREAT PLAINS CONSERVATION PROGRAM, FISCAL YEAR 1968 AND CUMULATIVE TO JUNE 30, 1968

State	Number of designated counties	Great Plains contracts signed				Total, cost-share obligations		Un-serviced applications
		Number		Acres				
		Fiscal year	To date	Fiscal year	To date	Fiscal year	To date	
Colorado.....	36	263	2, 198	519, 008	6, 831, 684	\$1, 266, 970	\$12, 238, 197	317
Kansas.....	62	347	3, 291	191, 441	2, 404, 799	938, 685	8, 684, 239	473
Montana.....	37	115	1, 336	990, 169	6, 401, 144	749, 794	7, 211, 919	387
Nebraska.....	58	461	4, 213	580, 531	5, 179, 766	1, 280, 495	12, 780, 985	657
New Mexico.....	18	114	1, 376	682, 379	8, 712, 090	662, 148	7, 984, 779	263
North Dakota.....	30	314	3, 449	467, 486	4, 613, 593	618, 027	7, 008, 089	494
Oklahoma.....	30	568	3, 294	304, 757	3, 052, 331	1, 351, 067	8, 584, 191	908
South Dakota.....	39	197	1, 509	480, 116	4, 581, 300	684, 779	6, 657, 893	348
Texas.....	99	803	10, 075	721, 431	12, 746, 546	2, 793, 238	33, 984, 772	1, 073
Wyoming.....	11	45	381	238, 966	2, 078, 447	259, 163	2, 794, 801	99
Total.....	420	3, 227	31, 122	5, 176, 284	56, 601, 700	10, 604, 366	1108, 019, 865	5, 019
Average per contract.....				1, 604	1, 819	3, 286	\$3, 471	

<sup>1</sup> Cumulative expenditures are about \$80,000,000, leaving a balance of \$28,000,000 unpaid cost-share obligations.



## DEPARTMENTAL VIEWS

The report of the Department of Agriculture favoring enactment of the bill is attached.

DEPARTMENT OF AGRICULTURE,  
OFFICE OF THE SECRETARY,  
Washington, May 1, 1969.

HON. ALLEN J. ELLENDER,  
*Chairman, Committee on Agriculture and Forestry,*  
*U.S. Senate.*

DEAR MR. CHAIRMAN: This is in reply to your recent request for the views of this Department on S. 43 and S. 1790, bills to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

We favor legislation to continue the Great Plains conservation program because it is a program designed to solve critical conservation problems occurring in the Great Plains area by assisting farmers and ranchers in developing and carrying out on a voluntary basis over an agreed upon period of years a plan of operations that will bring about greater stability through cropping and grazing systems and needed land-use changes, and the application of enduring soil and water conservation practices.

S. 43 would—

1. Extend the program from December 31, 1971, to December 31, 1981.
2. Increase the authorization in the amount of \$100 million.

S. 1790 would—

1. Extend the program from December 31, 1971, to December 31, 1981.
2. Increase the authorization in the amount of \$150 million.
3. Confirm by legislation the role soil and water conservation districts are playing in helping to implement the program.
4. Provide the Secretary of Agriculture additional latitude to determine adequacy of control of operating units for the contract period. (This would make possible, where conditions warrant, contracts on operating units where customary control is through annual leasing arrangements.)
5. Provide for the Secretary to enter into contracts on land units that are not generally considered farms or ranches where erosion is serious enough to be harmful to the surrounding area.
6. Provide for the Secretary to assist in reducing or controlling agricultural related pollutants harmful to soil and water resources in keeping with overall objectives of the program. This assistance would be provided in response to requests from farmers or ranchers to alleviate environmental pollution originating on or affecting farms and ranches.
7. Provide for adding measures to enhance fish, wildlife, and recreation resources which would enable farmers and ranchers to utilize their resources to improve their economic condition.
8. Provide for modification of contracts to help make the provisions of this program more complementary with other conservation, land-use, and commodity programs administered by the Secretary.



This Department prefers the provisions of S. 1790. It is the policy of this administration not to commit itself this far in advance of the expiration date of the present authorization on the financial aspects of the extension, especially since other long-range agricultural programs are under study and consideration by this Department. Further, the funding of such a program as this one should be carried out within such budget and fiscal policies of the President as may be in effect at the time.

The Great Plains conservation program is carried out with annual appropriations. Funds needed to complete farm or ranch conservation plans are obligated when each contract is signed, and are expended when agreed to conservation practices are carried out. This is the only program administered by the Soil Conservation Service with time and authorization limits specified by law.

The vast Great Plains area has long experienced problems peculiar to its environment. To provide a means of reducing the hazards of farming and ranching caused by the erratic climate of the area, this unique program of conservation for the Great Plains was authorized by Public Law 1021, 84th Congress, in 1956. It now operates in 423 counties in the 10 Great Plains States (see enclosed map).

A conservation plan of operations for a farm or ranch includes a schedule for carrying out the needed measures within a period of from 3 to 10 years. This makes it possible for the farmer or rancher to move ahead with installation of needed conservation treatment in accordance with his financial ability.

The Great Plains conservation program has been a desirable supplement and effective addition to the program resources available to and used by Great Plains farmers and ranchers. Effective use of other going conservation programs has been made in carrying out Great Plains conservation program contracts. These include Agricultural conservation program cost sharing by the Agricultural Stabilization and Conservation Service, and soil and water conservation loans by the Farmers Home Administration.

To date, 32,352 contracts have been entered into on 58,964,305 acres; and \$113,734,270 has been obligated for these contracts to assist farmers and ranchers in carrying out the complete job of conservation treatment of their units. About \$87 million of this has already been utilized by those with contracts leaving a balance of \$27 million unpaid cost-share obligations. An analysis shows that 21 percent of all cropland in contracts has been scheduled for conversion to permanent vegetative cover. Much of this has been accomplished.

For some time there has been far more demand each year for long-term cost sharing contracts than available funds would satisfy. This is indicative of the extreme success of the program throughout the Plains. In those counties where 25 to 40 percent of the land has been under contract for a few years, the treatment measures are readily noticeable. This is especially true during critical soil blowing months in the spring. The experience of farmers and ranchers with the dependability of long-term cost sharing in carrying out long-range plans for installation of needed land treatment has created an outstanding interest in this unique program.

Aside from making tremendous strides toward the objective of helping to mitigate the hazards of farming and ranching in this area,

the impact of program accomplishments extends even further. Dust storms, once plaguing the Plains and other areas, have been greatly reduced. Similarly, the amount of land being adequately treated has reduced sediment getting into the area's streams.

The program has also been effective in helping to stabilize farm and ranch units by assisting them through periodic drought periods that are common place in the Plains. Because of proper grazing and adjustments in the feed base, lending institutions are now more inclined to make better loans. In addition, the program has provided new direct job opportunities for conservation contractors, most of whom live in small rural communities.

At a time in our history when we are on the threshold of avoiding the return of the dark days of the "dirty thirties," it is essential that the Great Plains conservation program be continued.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely,

CLIFFORD M. HARDIN,  
*Secretary of Agriculture.*

#### GREAT PLAINS CONSERVATION PROGRAM

(Designated counties as of January 1969)

##### COLORADO (36)

Adams	Elbert	Otero
Alamosa	El Paso	Park
Arapahoe	Fremont	Phillips
Baca	Huerfano	Prowers
Bent	Jefferson	Pueblo
Boulder	Kiowa	Rio Grande
Cheyenne	Kit Carson	Saguache
Conejos	Larimer	Sedgwick
Costilla	Las Animas	Teller
Crowley	Lincoln	Washington
Custer	Logan	Weld
Douglas	Morgan	Yuma

##### KANSAS (62)

Barber	Gove	Kingman
Barton	Graham	Kiowa
Cheyenne	Grant	Lane
Clark	Gray	Lincoln
Cloud	Greeley	Logan
Comanche	Hamilton	McPherson
Decatur	Harper	Meade
Edwards	Harvey	Mitchell
Ellis	Haskell	Morton
Ellsworth	Hodgeman	Ness
Finney	Jewell	Norton
Ford	Kearny	Osborne

## KANSAS (62)—continued

Ottawa	Rush	Stafford
Pawnee	Russell	Stanton
Phillips	Saline	Stevens
Pratt	Scott	Sumner
Rawlins	Sedgwick	Thomas
Reno	Seward	Trego
Republic	Sheridan	Wallace
Rice	Sherman	Wichita
Rooks	Smith	

## MONTANA (37)

Big Horn	Golden Valley	Roosevelt
Blaine	Hill	Rosebud
Carbon	Judith Basin	Sheridan
Carter	Liberty	Stillwater
Cascade	McCono	Sweet Grass
Choteau	Musselshell	Teton
Custer	Petroleum	Toole
Daniels	Phillips	Treasure
Dawson	Pondera	Valley
Fallon	Powder River	Wheatland
Fergus	Prairie	Wibaux
Garfield	Richland	Yellowstone
Glacier		

## NEBRASKA (60)

Adams	Frontier	Logan
Antelope	Furnas	Loup
Arthur	Garden	McPherson
Banner	Garfield	Merrick
Blaine	Gosper	Morrill
Boone	Grant	Nance
Box Butte	Greeley	Nuckolls
Boyd	Hall	Perkins
Brown	Hamilton	Phelps
Buffalo	Harlan	Red Willow
Chase	Hayes	Rock
Cherry	Hitchcock	Scotts Bluff
Cheyenne	Holt	Sheridan
Clay	Hooker	Sherman
Custer	Howard	Sioux
Dawes	Kearny	Thayer
Dawson	Keith	Thomas
Deuel	Keya Paha	Valley
Dundy	Kimball	Webster
Franklin	Lincoln	Wheeler



## NEW MEXICO (18)

Chaves	Harding	San Miguel
Colfax	Lea	Santa Fe
Curry	Lincoln	Socorro
De Baca	Mora	Taos
Eddy	Quay	Torrance
Guadalupe	Roosevelt	Union

## NORTH DAKOTA (30)

Adams	Grant	Mountrail
Billings	Hettinger	Oliver
Bottineau	Kidder	Renville
Bowman	Logan	Sheridan
Burke	McHenry	Sioux
Burleigh	McIntosh	Slope
Divide	McKenzie	Stark
Dunn	McLean	Stutsman
Emmons	Mercer	Ward
Golden Valley	Morton	Williams

## OKLAHOMA (30)

Alfalfa	Dewey	Kingfisher
Beaver	Ellis	Kiowa
Beckham	Garfield	Major
Blaine	Greer	Roger Mills
Caddo	Grady	Stephens
Canadian	Grant	Texas
Cimarron	Harmon	Tillman
Comanche	Harper	Washita
Cotton	Jackson	Woods
Custer	Jefferson	Woodward

## SOUTH DAKOTA (39)

Aurora	<b>Faulk</b>	Meade
Bennett	Gregory	Mellette
Brule	Haakon	Pennington
Buffalo	Hand	Perkins
Butte	Harding	Potter
Campbell	Hughes	Shannon
Charles Mix	Hyde	Stanley
Corson	Jackson	Sully
Custer	Jerauld	Todd
Dewey	Jones	Tripp
Douglas	Lawrence	Walworth
Edmunds	Lyman	Washabaugh
Fall River	McPherson	Ziebach

## TEXAS (99)

Andrews	Garza	Ochiltree
Archer	Glasscock	Oldham
Armstrong	Gray	Palo Pinto
Bailey	Hale	Parmer
Baylor	Hall	Pecos
Borden	Hansford	Potter
Brisco	Hardeman	Randall
Brown	Hartley	Reagan
Callahan	Haskell	Reeves
Carson	Hemphill	Roberts
Castro	Hockley	Runnels
Childress	Howard	Schleicher
Clay	Hutchinson	Scurry
Cochran	Iron	Shackleford
Coke	Jack	Sherman
Coleman	Jones	Stephens
Collingsworth	Kent	Sterling
Concho	King	Stonewall
Cottle	Knox	Sutton
Crane	Lamb	Swisher
Crockett	Lipscomb	Taylor
Crosby	Loving	Terrell
Dallam	Lubbock	Terry
Dawson	Lynn	Throckmorton
Deaf Smith	McCulloch	Tom Green
Dickens	Martin	Upton
Donley	Menard	Ward
Eastland	Midland	Wheeler
Ector	Mitchell	Wichita
Fisher	Montague	Winkler
Floyd	Moore	Wilbarger
Foard	Motley	Yoakum
Gaines	Nolan	Young

## WYOMING (12)

Albany	Goshen	Niobrara
Campbell	Johnson	Platt
Converse	Laramie	Sheridan
Crook	Natrona	Weston

## CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

## SOIL CONSERVATION AND DOMESTIC ALLOTMENT ACT

\* \* \* \* \*

SEC. 16. (a) \* \* \*

## GREAT PLAINS CONSERVATION PROGRAM

(b) Notwithstanding any other provision of law—

(1) the Secretary is authorized, within the amounts of such appropriations as may be provided therefor, to enter into contracts of not to exceed ten years with **[producers]** *owners and operators of land* in the Great Plains area **[determined by him to to have control for the contract period]** *having such control as the Secretary determines to be needed* of the **[farms or]** *farms* ranches, or other lands covered thereby; *but such contracts shall be entered into with respect to lands, other than farms or ranches, only where erosion is so serious as to make such contracts necessary for protection of farm or ranch lands.* Such contracts shall be designed to assist **[farm and ranch]** *farm, ranch, or other land owners or operators* to make, in orderly progression over a period of years, changes in their cropping systems **[and]** *or land uses* which are needed to conserve, *develop, protect, and utilize* the soil and water resources of their **[farms and ranches]** *farms, ranches, and other lands* and to install the soil and water conservation measures, *and carry out the practices* needed under such changed systems and uses. Such contracts may be entered into during the period ended not later than December 31 **[1971]** *1981*, with respect to **[farms and ranches]** *farms, ranches, and other lands* in countries in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming, designated by the Secretary as susceptible to serious wind erosion by reason of their soil types, terrain, and climatic and other factors. The **[producer]** *land owner or operator* shall furnish to the Secretary a plan of farming operations *or land use* which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which **[the farm]** *such land* is located, and which outlines a schedule of proposed changes in cropping systems **[and]** *or land use* and of the conservation measures which are to be carried out **[in]** *on the* **[farm or ranch]** *farm, ranch, or other land* during the contract period to protect the **[farm or ranch]** *farm, ranch, or other land* from erosion and deterioration by natural causes. *Such plan may also include practices and measures for (a) enhancing fish and wildlife and recreation resources, (b) promoting the economic use of land, and (c) reducing or controlling agricultural related pollution. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the* **[producer]** *land owner or operator* shall agree—



(i) to effectuate the plan for his **[farm or ranch]** *farm, ranch, or other land* substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified by the Secretary pursuant to paragraph (3) of this subsection;

(ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the **[farm]** *land* if the Secretary, *after considering the recommendations of the soil and water conservation district board*, determines that such violation is of such a nature as to warrant termination of the contract, or to make refunds or accept such payment adjustments as the Secretary may deem appropriate if he determines that the **[producer's]** *violation by the owner or operator* does not warrant termination of the contract;

(iii) upon transfer of his right and interest in the **[farm or ranch]** *farm, ranch, or other land* during the contract period to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder unless the transferee of **[the farm or ranch]** *any such land* agrees with the Secretary to assume all obligations of the contract;

(iv) not to adopt any practice specified by the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

(v) to such additional provisions as the Secretary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program.

In return for such agreement by the **[producer]** *land owner or operator* the Secretary shall agree to share the cost of carrying out those conservation practices *and measures* set forth in the contract for which he determines that cost-sharing is appropriate and in the public interest. The portion of such cost (including labor) to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation *practices and measures* under the contract;

(2) the Secretary may terminate any contract with a **[producer]** *land owner or operator* by mutual agreement with the **[producer]** *owner or operator* if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof *or to accomplish equitable treatment with respect to other similar conservation, land use or commodity programs administered by the Secretary*.

(3) Repealed.

(4) Repealed.

(5) in applying the provisions of paragraph (6) of Public Law 74, Seventy-seventh Congress (7 U.S.C. 1340 (6)), relating to the reduction of storage amount of wheat, any acreage diverted from the production of wheat under the program carried out under this subsection shall be regarded as wheat acreage;

(6) the Secretary shall utilize the technical services of agencies of the Department of Agriculture in determining the scope and provisions of any plan and the acceptability of the plan for effectuating the purposes of the program. In addition, the Secretary shall take into consideration programs of State and local agencies, including soil conservation districts, having for their purposes the objectives of maximum soil and water conservation;

(7) there is hereby authorized to be appropriated without fiscal year limitations, such sums as may be necessary to carry out this subsection: *Provided, That (A) during the period ending December 31, 1971, (i) the total cost of the program (excluding administrative costs) shall not exceed \$150,000,000, and (ii) for any program year payments shall not exceed \$25,000,000 ; and (B) during the period beginning January 1, 1972, (i) the total cost of the program (including administrative costs) shall not exceed \$250,000,000, and (ii) the cost of the program for any year (including administrative costs) shall not exceed \$25,000,000.* The funds made available for the program under this subsection may be expended without regard to the maximum payment limitation and small payment increases required under section 8(e) of this Act, and may be distributed among States without regard to distribution of funds formulas of section 15 of this Act. The program authorized under this subsection shall be in addition to, and not in substitution of, other programs in such area authorized by this or any other Act.

\* \* \* \* \*

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91ST CONGRESS  
1ST SESSION

# S. 1790

[Report No. 91-269]

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## IN THE SENATE OF THE UNITED STATES

APRIL 14, 1969

Mr. YOUNG of North Dakota (for himself, Mr. MUNDT, Mr. AIKEN, Mr. ALLEN, Mr. ALLOTT, Mr. COOK, Mr. CURTIS, Mr. DOLE, Mr. DOMINICK, Mr. EASTLAND, Mr. ELLENDER, Mr. HOLLAND, Mr. HRUSKA, Mr. JORDAN of North Carolina, Mr. MCGOVERN, Mr. MILLER, Mr. PEARSON, Mr. TALMADGE, and Mr. TOWER) introduced the following bill; which was read twice and referred to the Committee on Agriculture and Forestry

JUNE 24, 1969

Reported by Mr. YOUNG of North Dakota, with amendments

[Omit the part struck through and insert the part printed in italic]

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## A BILL

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That the Act of August 7, 1956 ~~(70 Stat. 1115)~~, as  
4       amended, is hereby further amended as follows:

5       Subparagraph ~~(b) (1)~~ of said Act is amended to read:  
6       *section 16(b)(1) of the Soil Conservation and Domestic*  
7       *Allotment Act, as amended, is amended to read as follows:*

8               “(1) the Secretary is authorized, within the  
9       amounts of such appropriations as may be provided

1        ~~thereof~~ *therefor*, to enter into contracts of not to exceed  
2        ten years with owners and operators of land in the  
3        Great Plains area having such control as the Secretary  
4        determines to be needed ~~for the contract period~~ of the  
5        farms, ranches, or other lands covered thereby; *but such*  
6        *contracts shall be entered into with respect to lands, other*  
7        *than farms or ranches, only where erosion is so serious*  
8        *as to make such contracts necessary for the protection of*  
9        *farm or ranch lands.* Such contracts shall be designed  
10       to assist farm, ranch, or other land owners or operators  
11       to make, in orderly progression over a period of years,  
12       changes in their cropping systems or land uses which are  
13       needed to conserve, develop, protect, and utilize the soil  
14       and water resources of their farms, ranches, and other  
15       lands and to install the soil and water conservation  
16       measures and carry out the practices needed under such  
17       changed systems and uses. Such contracts may be en-  
18       tered into during the period ending not later than De-  
19       cember 31, 1981, ~~on~~ *with respect to* farms, ranches, and  
20       other lands in counties in the Great Plains area of the  
21       States of Colorado, Kansas, Montana, Nebraska, New  
22       Mexico, North Dakota, Oklahoma, South Dakota, Texas,  
23       and Wyoming, designated by the Secretary as suscepti-  
24       ble to serious wind erosion by reason of their soil types,  
25       terrain, and climatic and other factors. The land owner

or operator shall furnish to the Secretary a plan of farming operations or land use which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which such land is located, and which outlines a schedule of proposed changes in cropping systems or land use and of the conservation measures which are to be carried out on the farm, ranch, or other land during the contract period to protect the farm, ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures ~~for~~ *for* (a) enhancing fish and wildlife and recreation resources, ~~for~~ (b) promoting the economic use of land, and ~~for~~ (c) reducing or controlling agricultural related ~~pollutants harmful to soil and water resources~~ *pollution*. *Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator.* Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the land owner or operator shall agree—

“(i) to effectuate the plan for his farm, ranch, or other land substantially in accordance with the



1 schedule outlined therein unless any requirement  
2 thereof is waived or modified by the Secretary pur-  
3 suant to paragraph (3) of this subsection;

4 “(ii) to forfeit all rights to further payments  
5 or grants under the contract and refund to the  
6 United States all payments or grants received there-  
7 under upon his violation of the contract at any stage  
8 during the time he has control of the land if the Sec-  
9 retary, *after considering the recommendations of the*  
10 *soil and water conservation district board*, determines  
11 that such violation is of such a nature as to warrant  
12 termination of the contract, or to make refunds or  
13 accept such payment adjustments as the Secretary  
14 may deem appropriate if he determines that the vio-  
15 lation by the owner or operator does not warrant  
16 termination of the contract;

17 “(iii) upon transfer of his right and interest in  
18 the farm, ranch, or other land during the contract  
19 period to forfeit all rights, to further payments or  
20 grants under the contract and refund to the United  
21 States all payments or grants received thereunder  
22 unless the transferee of any such land agrees with  
23 the Secretary to assume all obligations of the con-  
24 tract;

25 “(iv) not to adopt any practice specified by

the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

“(v) to such additional provisions as the Secretary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program.

In return for such agreement by the landowner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost (including labor) to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract.”

SEC. 2. ~~Subparagraph (b)(2)~~ *Section 16(b)(2) of said Act* is amended to read:

“(2) the Secretary may terminate any contract with a landowner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry

1 out the purposes of the program or facilitate the practical  
2 administration thereof or to accomplish equitable treat-  
3 ment with respect to other similar conservation, land  
4 use, or commodity programs administered by the Secre-  
5 tary,”

6 SEC. 3. ~~Subparagraph (b) (7)~~ Section 16(b) (7) of said  
7 Act is amended to read:

8 “(7) there is hereby authorized to be appropriated  
9 without fiscal year limitations, such sums as may be  
10 necessary to carry out this subsection: *Provided, That*  
11 *(A) during the period ending December 31, 1971, (i)*  
12 *the total cost of the program (excluding administrative*  
13 *costs) shall not exceed \$300,000,000, and \$150,000,-*  
14 *000, and (ii) for any program year payments shall not*  
15 *exceed \$25,000,000; and (B) during the period begin-*  
16 *ning January 1, 1972, (i) the total cost of the program*  
17 *(including administrative costs) shall not exceed \$250,-*  
18 *000,000, and (ii) the cost of the program for any year*  
19 *(including administrative costs) shall not exceed \$25,-*  
20 *000,000. The funds made available for the program*  
21 *under this subsection may be expended without regard*  
22 *to the maximum payment limitation and small payment*  
23 *increases required under section 8 (c) of this Act, and*  
24 *may be distributed among States without regard to dis-*  
25 *tribution of funds formulas of section 15 of this Act. The*

1       program authorized under this subsection shall be in  
2       addition to, and not in substitution of, other programs in  
3       such area authorized by this or any other Act.”

Amend the title so as to read: “An Act to amend section 16 (b) of the Soil Conservation and Domestic Allotment Act, as amended, providing for a Great Plains conservation program.”



91ST CONGRESS  
1ST Session

**S. 1790**

[Report No. 91-269]

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# A BILL

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To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

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BY Mr. YOUNG of North Dakota, Mr. MUNDT, Mr. AIKEN, Mr. ALLEN, Mr. ALLOTT, Mr. COOK, Mr. CURTIS, Mr. DOLE, Mr. DOMINICK, Mr. EASTLAND, Mr. ELLENDER, Mr. HOLLAND, Mr. HRUSKA, Mr. JORDAN of North Carolina, Mr. MCGOVERN, Mr. MILLER, Mr. PEARSON, Mr. TALMADGE, and Mr. TOWER

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APRIL 14, 1969

Read twice and referred to the Committee on  
Agriculture and Forestry

JUNE 24, 1969

Reported with amendments





June 26, 1969

SENATE

11. CONSERVATION. Passed as reported S. 1790, the Great Plains conservation bill. Sen. Mansfield quoted from the committee report: "This bill would extend the Great Plains conservation program for 10 years and enlarge its scope in a number of minor respects. The program is one under which the Secretary enters into conservation cost sharing contracts of up to 10 years with producers in counties susceptible to wind erosion in the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming." pp. S7199-202

Passed as reported S. 1076, to establish a Youth Conservation Corps in the Departments of the Interior and Agriculture. Sen. Mansfield quoted from the committee report: "The purpose of this legislation...is to establish a pilot Youth Conservation Corps program for young men and women, 14--18 years of age, who would participate in summer work and educational projects in our national parks, forests, recreation areas, wildlife refuges, and other public lands administered by the Departments of the Interior and Agriculture for periods up to 90 days...The bill authorizes appropriations to support a 3-year pilot program for approximately 3000 youth each year." pp. S7202-4

12. TAXATION. The Finance Committee reported with amendment H. R. 9951, relative to the collection of Federal unemployment tax (S. Rept. 91-281). p. S7214

Sen. Metcalf expressed his willingness for the present income tax withholding rates to be continued for 90 days so that any proposal to extend the surcharge can be considered simultaneously with comprehensive tax reform. p. S7225

13. RESEARCH. The Aeronautical and Space Sciences Committee reported with amendment H. R. 11271, to authorize appropriations to the National Aeronautics and Space Administration for research and development, construction of facilities, and research and program management (S. Rept. 91-282)(p. S7214). Includes in the Space Applications program for cooperation with this Department in determining the spectrum of remote sensor requirements necessary to apply space technology to the fields of agriculture, forestry, oceanography, meteorology, etc.

Passed with amendment H. R. 12167, fiscal 1970 authorizations for the Atomic Energy Commission. Includes funds for isotopes development program involving use of radioisotopes for combating environmental pollution and for the preservation of food by radiation. S. 2416, a similar bill, was postponed indefinitely. pp. S7265-71

14. EXPORT CONTROL. Passed without amendment S. J. Res. 122, to provide for a temporary extension of the authority conferred by the Export Control Act of 1949. p. S7204

15. RECREATION. Passed as reported S. 621, to provide for the establishment of the Apostle Islands National Lakeshore, Wisc. pp. S7212-14

Passed with amendments S. 1708, to amend the Land and Water Conservation Fund Act of 1965 by authorizing the sale of surplus Federal properties at less than the full 50 percent of fair market value which is required under present law. pp. S7271-2, S7280-2



16. APPROPRIATIONS. Sen. Williams, Del., submitted and discussed two amendments he intends to propose to the USDA appropriation bill. He stated that one amendment would place a limit of \$20,000 on farm payments and the other would repeal the "snap-back" provision. He inserted a list of the 1968 total payments of \$60,000 and over under ASCS programs (excluding price support loans). pp. S7224-5, S7275-80  
H. R. 11582, the Treasury-Post Office appropriation bill was made the unfinished business. p. S7282
17. APPALACHIA. The "Daily Digest" states that the Public Works Committee voted to report (but did not actually report) S. 1072, the "proposed Appalachian Regional Development Act Amendments of 1969. As approved by the committee the bill would provide: (1) \$294 million for fiscal years 1970 and 1971 for Appalachian regional development, including extension of Appalachian development, including extension of Appalachian highway system (2) \$285 million for fiscal years 1970 and 1971 for extension of authority of the five regional commissions, not more than \$100 million of which could be used for regional development transportation system, and (3) 1-year extension of title 1 of the Public Works and Economic Development Act providing public works grants through the Economic Development Administration." p. D559
18. WATER POLLUTION. The "Daily Digest" states a subcommittee of the Public Works Committee approved for full committee consideration with amendments S. 7, proposed Water Quality Improvement Act of 1969. p. D559
19. INTEREST RATES. Sen. Montoya stated the effect of the raise in interest rates "will spread far and wide--to the ruin of homebuilders, homeowners, small businessmen, farmers, and others." pp. S7227-9
20. WATER. Sen. Murphy inserted an article by former Assistant Secretary of Agriculture Earl Coke in support of legislation to modernize the "archaic 160-acre limitation provision of our reclamation regulations." p. S7235
21. TIMBER; FORESTRY. Sen. Montoya stated that it is the Forest Service which is "largely responsible for the conditions which are depriving producers of raw material they can operate profitably." He announced hearings in order to seek "an accounting from the Secretary of Agriculture for the conduct of the Forest Service." p. S7237
22. POVERTY. Sen. Goodell inserted a review of Dr. Levitan's book, "The Great Society's Poor Law: A New Approach to Poverty." pp. S7254-55
23. GRAINS. Sen. Hruska spoke in support of proposed legislation to authorize the Commodity Credit Corporation to insure loans made to farmers for the construction or purchase of facilities for storage of grain on the farm. p. S7255  
Sen. Hartke criticized the International Grains Arrangement and stated that the "high prices established by the new convention have encouraged uneconomical production of wheat abroad." pp. S7257-61
24. EDUCATION. Sen. Murphy inserted his testimony in favor of Federal aid to education in impacted areas. pp. S7261-5



wildlife under joint or exclusive United States control; and

Whereas Charles Meacham has previously served in the Alaska Department of Fish and Game which manages one of the largest fisheries in the United States; and

Whereas the State of Alaska has more fish and game resources than any other state in the United States; and

Whereas Charles Meacham has been connected with the management of those resources as an employee of the Territory and then the State of Alaska for 12 years; and

Whereas Charles Meacham has been active in International Fisheries negotiations since 1960, and since 1968 has served as the Advisor to the Governor of Alaska on International Fisheries matters; and

Whereas Charles Meacham has 19 years of over-all experience in the field of fish and game management;

Be it resolved that the Legislature of the State of Alaska commends Secretary of Interior Walter J. Hickel for his nomination of Charles Meacham as Commissioner of the Fish and Wildlife Service, and respectfully urges the Interior and Insular Affairs Committee of the United States Senate and the Senate as a whole to approve the nomination of Charles Meacham.

Copies of this Resolution shall be sent to the Honorable Walter J. Hickel, Secretary of the Department of the Interior; the Honorable Richard B. Russell, President Pro Tempore of the Senate; the Honorable Henry M. Jackson, Chairman of the Interior and Insular Affairs Committee; and to the Honorable Ted Stevens and the Honorable Mike Gravel, U.S. Senators, and the Honorable Howard W. Pollock, U.S. Representative, members of the Alaska delegation in Congress.

PORTLAND, OREG.,  
May 27, 1969.

HON. THEODORE STEVENS,  
U.S. Senate,  
Washington, D.C.

PMFC executive committee from Alaska, California, Idaho, Oregon, Washington, unanimously favors confirmation Charles Meacham Commissioner Fish and Wild Life.

LEON A. VERHOEVEN,  
Pacific Marine Fisheries Commission.

PETERSBURG, ALASKA,  
March 18, 1969.

HON. WARREN G. MAGNUSON,  
Chairman, Commerce Committee,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR MAGNUSON: Our members unanimously endorse the appointment of Charles H. Meacham as Commissioner of Fish and Wildlife.

We therefore respectfully urge your support of confirmation of Mr. Hickel's appointment. Thank you.

Sincerely,

LARS EIDE,  
President,  
Petersburg Chamber of Commerce.

The VICE PRESIDENT. Without objection, the nomination is considered and confirmed.

#### DEPARTMENT OF JUSTICE

The bill clerk proceeded to read sundry nominations in the Department of Justice.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the nominations in the Department of Justice be considered en bloc.

The VICE PRESIDENT. Without objection, the nominations in the Department of Justice are considered and confirmed en bloc.

Mr. MANSFIELD. Mr. President, I ask that the President be notified of the confirmation of the nominations.

The VICE PRESIDENT. Without objection, it is so ordered.

#### LEGISLATIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate resume the consideration of legislative business.

There being no objection, the Senate resumed the consideration of legislative business.

#### THE CALENDAR

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar 260, S. 1790; Calendar 261, S. 1076; and Calendar 266, Senate Joint Resolution 122.

The VICE PRESIDENT. Without objection, it is so ordered.

#### GREAT PLAINS CONSERVATION PROGRAM

The Senate proceeded to consider the bill (S. 1790) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program which had been reported from the Committee on Agriculture and Forestry, with amendments, on page 1, line 3, after the word "That" strike out "the Act of August 7, 1956 (70 Stat. 1115), as amended, is hereby further amended as follows:

"Subparagraph (b) (1) of said Act is amended to read: and insert "section 16(b) (1) of the Soil Conservation and Domestic Allotment Act, as amended, is amended to read as follows:"; on page 2, at the beginning of line 1, strike out "thereof" and insert "therefor"; in line 4, after the word "needed" strike out "for the contract period"; in line 5, after the word "thereby", insert a semicolon and "but such contracts shall be entered into with respect to lands, other than farms or ranches, only where erosion is so serious as to make such contracts necessary for the protection of farm or ranch lands."; in line 19, after the date "1981," strike out "on" and insert "with respect to"; on page 3, line 12, after the word "measures," strike out "for" and insert "for (a)"; in line 13, after the word "resources," strike out "for" and insert "(b)"; in line 14, after the word "and" strike out "for" and insert "(c)"; in line 15, after the word "related" strike out "pollutants harmful to soil and water resources" and insert "pollution. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator."; on page 4, line 9, after the word "Secretary," insert "after considering the recommendations of the soil and water conservation district board,"; on page 5, line 17, after "Sec. 2." strike out "Subparagraph (b) (2)" and insert "Section 16(b) (2) of said Act"; on page 6, line 6, after "Sec. 3." strike out "Subparagraph (b) (7)" and insert "Section 16(b) (7)"; at the beginning of line 11, insert "(A) during the period ending December 31, 1971, (i)"; in line 13,

after the word "exceed" strike out "\$300,000,000, and" and insert "\$150,000,000, and (ii)"; and in line 15, after the figure "\$25,000,000", insert a semicolon and "and (B) during the period beginning January 1, 1972, (i) the total cost of the program (including administrative costs) shall not exceed \$250,000,000, and (ii) the cost of the program for any year (including administrative costs) shall not exceed \$25,000,000."; so as to make the bill read:

S. 1790

A bill to amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 16(b) (1) of the Soil Conservation and Domestic Allotment Act, as amended, is amended to read as follows:

"(1) the Secretary is authorized, within the amounts of such appropriations as may be provided therefor, to enter into contracts of not to exceed ten years with owners and operators of land in the Great Plains area having such control as the Secretary determines to be needed of the farms, ranches, or other lands covered thereby; but such contracts shall be entered into with respect to lands, other than farms or ranches, only where erosion is so serious as to make such contracts necessary for the protection of farm or ranch lands. Such contracts shall be designed to assist farm, ranch, or other land owners or operators to make, in orderly progression over a period of years, changes in their cropping systems or land uses which are needed to conserve, develop, protect, and utilize the soil and water resources of their farms, ranches, and other lands and to install the soil and water conservation measures and carry out the practices needed under such changed systems and uses. Such contracts may be entered into during the period ending not later than December 31, 1981, with respect to farms, ranches, and other lands in counties in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming, designated by the Secretary as susceptible to serious wind erosion by reason of their soil types, terrain, and climatic and other factors. The land owner or operator shall furnish to the Secretary a plan of farming operations or land use which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which such land is located, and which outlines a schedule of proposed changes in cropping systems or land use and of the conservation measures which are to be carried out on the farm, ranch, or other land during the contract period to protect the farm, ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures for (a) enhancing fish and wildlife and recreation resources, (b) promoting the economic use of land, and (c) reducing or controlling agricultural related pollution. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the land owner or operator shall agree—

"(i) to effectuate the plan for his farm, ranch, or other land substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified by the Secretary pursuant to paragraph (3) of this subsection;



"(ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the land if the Secretary, after considering the recommendations of the soil and water conservation district board, determines that such violation is of such a nature as to warrant termination of the contract, or to make refunds or accept such payment adjustments as the Secretary may deem appropriate if he determines that the violation by the owner or operator does not warrant termination of the contract;

"(iii) upon transfer of his right and interest in the farm, ranch, or other land during the contract period to forfeit all rights, to further payments or grants under the contract and refund to the United States all payments or grants received thereunder unless the transferee of any such land agrees with the Secretary to assume all obligations of the contract;

"(iv) not to adopt any practice specified by the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

"(v) to such additional provisions as the Secretary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program.

In return for such agreement by the landowner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost (including labor) to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract."

SEC. 2. Section 16(b)(2) of said Act is amended to read:

"(2) the Secretary may terminate any contract with a landowner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary."

SEC. 3. Section 16(b)(7) of said Act is amended to read:

"(7) there is hereby authorized to be appropriated without fiscal year limitations, such sums as may be necessary to carry out this subsection: *Provided*, That (A) during the period ending December 31, 1971, (i) the total cost of the program (excluding administrative costs) shall not exceed \$150,000,000, and (ii) for any program year payments shall not exceed \$25,000,000; and (B) during the period beginning January 1, 1972, (i) the total cost of the program (including administrative costs) shall not exceed \$250,000,000, and (ii) the cost of the program for any year (including administrative costs) shall not exceed \$25,000,000. The funds made available for the program under this subsection may be expended without regard to the maximum payment limitation and small payment increases required under section 8(e) of this Act, and may be distributed among States without regard to distribution of funds formulas of section 15 of this Act. The program authorized under this subsection shall be in addition to, and not in substitution of, other programs in such area authorized by this or any other Act."

Mr. PEARSON. Mr. President, at the request of the Senator from North

Dakota (Mr. YOUNG), I ask unanimous consent that the names of the Senator from New Mexico (Mr. ANDERSON), the Senator from North Dakota (Mr. BURDICK), the Senator from Oklahoma (Mr. HARRIS), the Senator from Wyoming (Mr. McGEE), the Senator from Montana (Mr. MANSFIELD), the Senator from Montana (Mr. METCALF), the Senator from New Mexico (Mr. MONTOYA), and the Senator from Wisconsin (Mr. NELSON) be added as cosponsors of the bill.

The VICE PRESIDENT. Without objection, it is so ordered.

Mr. YOUNG of North Dakota. Mr. President, this bill would extend the time within which the Great Plains conservation program contracts can be entered into for 10 years; that is, until December 31, 1981. Since the contracts may run as long as 10 years, this would permit some contracts to continue until December 31, 1991.

The program has been a very necessary and successful one. It applies only to those counties in the Great Plains which are susceptible to wind erosion; and its purpose is to provide conservation measures to hold the soil down and keep it from blowing away. The purpose is to keep this area a great productive reservoir and prevent it from ever returning to the dust bowl conditions of the thirties.

The cost of the program during the period of the extension would be limited to \$250 million, and the cost for any year would be limited to \$25 million.

The bill makes a number of improvements in the program. These would, first, permit contracts covering nonagricultural land where necessary to prevent the soil from blowing onto neighboring agricultural land; second, permit contracts covering lands under annual lease where control of the land appears adequate for contract purposes; third, provide for assistance in enhancing fish and wildlife, recreation, and other resources, and in pollution control, and fourth, provide for broader contract amendment authority and a greater voice for the local soil and water conservation districts.

The Committee on Agriculture and Forestry was unanimous in its approval of the bill.

Mr. MANSFIELD. Mr. President, I ask unanimous consent to have printed in the RECORD an excerpt from the report (No. 91-269), explaining the purposes of the bill.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

#### SHORT EXPLANATION

This bill would extend the Great Plains conservation program for 10 years and enlarge its scope in a number of minor respects.

The program is one under which the Secretary enters into conservation cost sharing contracts of up to 10 years with producers in counties susceptible to wind erosion in the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming.

#### DETAILS

The bill would—

(1) extend the time within which new Great Plains program contracts could be entered into to December 31, 1981 (now December 31, 1971).

(2) limit the total cost of the program

(including administrative costs) during the 10 year period covered by the extension to \$250 million.

(3) limit the annual cost of the program (including administrative expenses) during the period of the extension to \$25 million.

(4) extend the program to nonfarm lands to the extent necessary to protect farm or ranch lands and to owners and operators who are not producers.

(5) give the Secretary of Agriculture discretion to determine whether the landowner or operator has the necessary amount of control of the land, instead of requiring absolute control for the contract period. This would make possible, where conditions warrant, contracts on operating units where customary control is through annual leasing arrangements.

(6) provide for Federal assistance, at the exclusive decision of the landowner or operator, in measures to—

(a) enhance fish and wildlife and recreation resources,

(b) promote economic use of the land, and

(c) reduce or control agricultural related pollution;

(7) Provide that conservation plans must be developed in cooperation with the appropriate soil and water conservation district in order to form the basis for contracts.

(8) Permit modification of contracts by mutual agreement to "accomplish equitable treatment with respect to other similar conservation, land use, or commodity program."

(9) require the Secretary to consider recommendations of the soil and water conservation district board before requiring a contract forfeiture.

#### COMMITTEE AMENDMENTS

The committee amendments are of a minor and generally technical nature. They would—

(1) Correct references to the statute being amended,

(2) Correct a typographical error,

(3) Make it clear that contracts can be entered into with persons in possession under circumstances which provide adequate but not absolute assurance that they will control the land for the contract period.

(4) Restrict contracts on lands, other than farm or ranch lands, to cases where erosion is so serious as to make such contracts necessary for the protection of farm or ranch lands,

(5) Make it clear that contracts are to be entered into "with respect to", rather than "on", farms,

(6) conform the provisions of the bill dealing with (i) fish and wildlife, economic use, and anti-pollution practices, and (ii) soil and water conservation district board contract forfeiture recommendations, to those adopted by the House of Representatives in H.R. 10595, and

(7) keep the present limits on program expenditures through December 31, 1972, and impose a limit of \$250 million on total program costs and a limit of \$25 million on annual program costs (including administrative expenses in each case) for the period beginning January 1, 1972.

With the foregoing amendments the bill will be substantially identical to H.R. 10595, as passed by the House of Representatives. The only substantive difference (not counting those intended to require that the bill be carried out in accordance with intentions expressed in the House report, and the report of the Department of Agriculture) is the fund limitation described in item (7) above.

#### NEED FOR THE LEGISLATION

The Great Plains region is a vast, productive, agricultural region which has problems peculiar to its environment. This area, commonly referred to as the "Dust Bowl" in the 1930's, can, through programs such as the one under consideration, continue to be a great productive reservoir if its productive capacity is safeguarded. The potential of the Great



stable agriculture, more dependable source of income, and a more satisfactory livelihood for the people of the region.

It was recognized that emergency treatment measures would not bring about this stability. A program to obtain complete conservation treatment on entire operating units as rapidly as possible was needed. The program, as developed under Public Law 84-1021, provides for technical as well as long-term cost-sharing assistance to help farmers and ranchers who are willing to install and maintain complete conservation on their units. Cost-share contracts range from not less than 3 years to not more than 10.

**B. Operation of the program to date**

In establishing the operating policies of the program, it was determined that priority should be given to those farmers and ranchers who desired to change the use of their land in an effort to minimize the hazards of wind and water erosion. A plan of operations, including a time schedule of treatment installation, is a prerequisite for program participation. Conservation plans, developed in cooperation with soil and water conservation districts, serve adequately as a basis for contracts.

The Great Plains conservation program is not a land retirement program. No rental payments are included. It is aimed at obtaining shifts and improvement in land use based on the varying capability of land, rather than crop reduction. This permits the units under contract to continue operation as viable farms and ranches contributing to the economy.

**PROGRESS REPORT OF THE GREAT PLAINS CONSERVATION PROGRAM, FISCAL YEAR 1968 AND CUMULATIVE TO JUNE 30, 1968**

State	Number of designated counties	Great Plains contracts signed		Total, cost-share obligations		Unserviced application
		Fiscal year	Acres	Fiscal year	To date	
Colorado	36	263	2,198	519,008	\$1,266,970	317
Kansas	62	347	3,291	191,441	938,585	473
Montana	37	115	1,336	990,169	749,794	387
Nebraska	58	461	4,213	580,531	1,280,495	657
New Mexico	18	114	1,376	682,379	8,712,090	263
North Dakota	30	314	3,449	467,486	618,027	494
Oklahoma	30	568	3,054	3,052,331	1,351,067	908
South Dakota	39	197	1,509	480,116	684,779	348
Texas	99	803	10,075	721,431	2,793,238	1,073
Wyoming	11	45	381	238,966	259,163	99
Total	420	3,227	31,122	5,176,284	10,604,366	5,019
Average per contract				1,604	3,286	3,471

1 Cumulative expenditures are about \$80,000,000, leaving a balance of \$28,000,000 unpaid cost-share obligations.

Mr. METCALF. Mr. President, on behalf of the Senator from Texas (Mr. YARBOROUGH), I ask unanimous consent to have printed in the RECORD a statement he has prepared on the bill.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

Mr. YARBOROUGH. Mr. President, in my life I have seen too many severe extended droughts for them ever to be erased from my memory. Others of you here can also remember the looks of despair on the faces of those good people who were trying to farm or raise cattle on the highly erodible soils of the plains country, but were facing foreclosure,

range, and pastureland still need conservation treatment. These acreages include about 5,500,000 acres of cropland that are not suited for sustained cropland production and should be converted to permanent vegetation, and about 12,500,000 acres of range and pastureland that need reestablishment of vegetative cover.

Conservation treatment of cropland, range, and pastures produces substantial community and national benefits. Proper land use and treatment materially reduce the sediment polluting our Nation's streams and reduces soil dust in the air. Dust contamination of the air causes, among other things, serious respiratory ailments.

The fact that contracts covering less than one-half of the acreage in the designated counties have been executed is in itself conclusive evidence that much remains to be done under the program. The most recent report of the Soil Conservation Service of wind erosion damage, covering the calendar quarter ending on February 28, 1969, starkly reveals the continuing severity of the problem.

the program was designed to achieve a more

the hazardous wind erosion areas in each of the 10 States. They made recommendations to the Secretary of Agriculture as to the boundaries that should be established for program participation and recommended the initial counties in each State to be eligible to participate. After the initial designation, other counties within the area were required to request designation by the Secretary, based on criteria established for program participation.

The recommendations for action, along with testimony during the hearings, made clear that a strong effort must be made to stabilize the resources of the Plains. In addition to the critical need to establish protective cover on large acreages of unstable land, the program was designed to achieve a more

**ACRES OF LAND DAMAGED**

Great Plains States	Number of counties reporting	Land damaged		Total land damaged	
		Cropland	Range-land	Other land	Feb. 28, 1969
Northern:					
Montana	15	20,650	500	21,150	22,100
Nebraska	6	28,000	790	28,940	10,600
North Dakota	19	129,970	1,450	131,670	303,150
South Dakota	22	19,300		19,300	25,350
Wyoming	10	11,150	7,000	18,150	20,550
Subtotal	72	209,070	9,420	218,490	381,750
Southern:					
Colorado	10	16,125	20	16,150	6,160
Kansas	39	5,900		5,900	10,000
New Mexico	10	20,600	3,600	24,200	3,900
Oklahoma	17	34,531	47	34,680	1,200
Texas	56	365,510	8,600	374,110	56,020
Subtotal	132	442,666	12,267	454,933	77,280
Grand total	204	651,736	21,687	673,423	459,030

**BACKGROUND**

*A. Developments culminating in passage of the 1956 legislation*

In early 1956 the Great Plains Agricultural Council with assistance from the U.S. Department of Agriculture recommended a program for the Great Plains which was transmitted to the Congress by President Eisenhower. Public Law 84-1021 establishing the Great Plains conservation program was enacted in August of that year.

U.S. Department of Agriculture agency representatives at State levels, along with directors of extension and experiment stations, State agricultural agencies, governing bodies of soil and water conservation districts, and other agricultural leaders jointly reviewed



and in some cases starvation, as the land dried up and blew away in drought days.

Those dust bowl days of the 1930's shocked the entire Nation. History books have accurate accounts of mass exodus of good people from the plains states.

In the late 1930's we began to develop programs to help stabilize this vast area, and typically we experienced a number of good moisture years which gave us encouragement that those dark days of the 1930's would not appear again.

Another extended drought which eventually laid bare much of the plains again in the mid-1950's jolted us out of our complacency. High winds again whipped the bare soil, and people again were aroused and alarmed over the prospect of another dust bowl. Strong measures were necessary if we were to stabilize our farms and ranches and to reclaim our land, much of which should never have been plowed or grazed to begin with.

In 1956, Congress set into motion the Great Plains Conservation Program. For the first time we provided for a contractual partnership between the government and the farmers and ranchers to accelerate the planning and application of needed conservation treatment on entire farms or ranches over a specified period of years. This gave them assurance of continuous cost sharing until the job was completed—and helped them do it at a pace they could afford.

The area covered by this program is roughly that between the Mississippi/Missouri river systems on the east and the Rocky Mountains on the west, between the Canadian border on the north, and central West Texas on the south. This land was once the domain of the Indian and the buffalo, a vast treeless open area covered by a grassy sea. It is a harsh land, prey to great extremes of weather—drought and flood, cold and heat. And as the settlers came, the grass disappeared along with the Indians and the buffalo and with the grass went the limited ability of the hard, dry earth to hold water and the condition of the 1930's came about.

There are now 421 counties covered by this program, in ten Great Plains States. Nearly a fourth of them are in my home state. The population of this area is now in the vicinity of 20 million people.

We should consider too that the Federal cost sharing has been Society's cost of keeping the dust out of the air, silt from the streams, and assurance that this vast agricultural area will always be available to feed and clothe our population.

The Great Plains Conservation Program in Texas is a real success story. A recent survey conducted by the Soil Conservation Service showed that of the 4,050 farms and ranches visited, the owners of more than 9 out of 10 were keeping their conservation work at a satisfactory level. A fourth of this number had invested in further improvements.

Looking back over their experience in the Program, some landowners reported that they had gained in the process a clear understanding of the needs of their land. Others commented that their conservation work had given economic stability to their enterprises. Some of the smaller operators said that the added economic stability in their enterprises had enabled them to stay on their farms.

But, Mr. President, the job is not yet done. The Texas survey indicated that the work accomplished under the program in the 98 counties in the 11 years of activity amounts only to from 10 to 15 percent of the conservation work needed in the area. Achievements would have been even greater had the funds been sufficient to meet the requests of all of the applicants.

The current authority for the Great Plains Conservation Program expires on December 31, 1971. The strong beginning that we have made must be continued. We need at least

a 10-year extension of this Program to ensure the conservation of the Great Plains.

S. 1790, as reported out of the Committee on Agriculture and Forestry, provides for the extension of the Great Plains Conservation Program to December 31, 1981. It authorizes up to \$250 million to carry out this Program, nearly twice as much as was provided in the Act of August 7, 1956.

Mr. President, this legislation has my strongest support. I am hopeful that this distinguished body will consider it favorably and provide a new lease on life to one of this Country's most valuable conservation programs.

The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, was read the third time, and passed.

The title was amended, so as to read: "An Act to amend section 16(b) of the Soil Conservation and Domestic Allotment Act, as amended, providing for a Great Plains conservation program."

Mr. HRUSKA. Mr. President, the Senate has passed S. 1790, a bill to extend the Great Plains conservation program for 10 years and to enlarge its scope in a number of minor respects.

It was my privilege on April 15 of this year to join Senator Young of North Dakota and several other colleagues as a cosponsor of S. 1790. The bill was referred to the Senate Agriculture and Forestry Committee from where it was reported favorably with certain amendments. The committee amendments are of a minor and generally technical nature, and the bill will still be substantially identical to the measure passed by the House of Representatives.

I have heartily supported the extension of the Great Plains conservation program and commend the Senate for its unanimous enactment of S. 1790.

The Great Plains conservation program was authorized in 1956 by the 84th Congress after being proposed and actively supported by the Eisenhower administration. This program represented a major step toward protecting and preserving the vast agricultural area of the Great Plains. It provided farmers and ranchers in the critically erodible areas with long-range, cost-sharing, and technical assistance, and contributed greatly to establishing well-planned conservation programs throughout this region. As of June 30, 1968, 31,122 cost-share contracts had been signed in the Great Plains area covering 56,601,700 acres, of which 18,732 contracts are still active on 37,449,169 acres.

In the 10-State area of the Midwest where the Great Plains conservation program has been authorized there are approximately 110 million acres of cropland and 215 million acres of range and pastureland. About 43 million acres of cropland and 91 million acres of range and pastureland and now have treatment adequate to meet the conservation needs of the area. It is apparent from these figures that more than half the cropland, range, and pastureland still needs conservation treatment.

Concentrated efforts have been and must continue to be made under this program to help the landowners and operators make needed land use changes. Much of the Great Plains area is suitable for production of cultivated crops

when needed conservation measures are properly applied. There are other areas of the Great Plains, however, that are not suited for cropland.

Of the acreage that has not yet been treated, about 5,500,000 acres of cropland and about 12,500,000 acres of range and pastureland are in great need of vegetative cover.

The Great Plains conservation program is helping participants convert these lands to permanent vegetative cover and to reseed denuded rangelands. Nearly 15 percent of the cumulative cost-share payments paid to producers through June 30, 1968, was for the establishment of permanent grass on land previously used for cropland, and about 22 percent was for practices connected with the reestablishment of vegetative cover on range and pasturelands.

The Great Plains conservation program is of substantial benefit to my State of Nebraska. Sixty counties in Nebraska are presently designated to receive assistance; many of these counties were subject to serious drought last year and will require extensive land treatment to prevent rapid erosion. As of January 1969, about 4,429 individual contracts had been entered into in Nebraska for cost-share assistance since the beginning of the program. These contracts cover about 5.5 million acres of Nebraska grassland. The amount expended for cost-share by the Federal Government in Nebraska has been about \$13.4 million since 1956.

In addition, there are now more than 600 applications pending from farmers and ranchers of Nebraska seeking assistance. Many thousands of acres were damaged last year in Nebraska, and other Midwest States, by wind erosion; crops or cover were destroyed by wind last year in this region on 351,280 acres where the land itself was not reported as being damaged; hundreds of thousands of acres being used for cropland at the time initial contracts were signed still need to be converted to permanent vegetative cover or to be reseeded.

Passage of S. 1790 will extend the life of this vital program for a sufficient period of time to accomplish more adequately the conservation of our land resources in the Midwest. It is on this land that a substantial portion of our national grain and livestock production takes place.

For these reasons, I joined as a cosponsor of S. 1790.

On behalf of the farmers and ranchers of the Great Plains area, I want to express my appreciation to my colleagues in the Senate for extending this vital program.

#### YOUTH CONSERVATION CORPS

The Senate proceeded to consider the bill (S. 1076) to establish in the Departments of the Interior and Agriculture Youth Conservation Corps, and for other purposes which had been reported from the Committee on Interior and Insular Affairs, with an amendment, strike out all after the enacting clause and insert:

##### POLICY AND PURPOSE

SECTION 1. The Congress finds that the gainful employment of American youth dur-







June 30, 1969

10. CONSERVATION. Passed H. R. 10595, to extend and expand the Great Plains conservation program, with an amendment to substitute the language of S. 1790, a similar bill. S. 1790 was indefinitely postponed.

Sen. Dole inserted an editorial, "Hickel Begins to Sound Like a Conservationist," which outlines some of Secretary Hickel's views on preservation and development of public wildlife areas. pp. S7335-6

11. CONTRACTS. Passed as reported S. 980, to provide U. S. courts with jurisdiction over contract claims against nonappropriated fund activities of the U. S. p. S7305-6

12. APPROPRIATIONS. Passed with amendments H. R. 11582, the Treasury-Post Office appropriation bill, 1970 (pp. S7357-63). Conferees were appointed (p. S7363). House conferees have not been appointed.

Made its unfinished business H. R. 11612, the agricultural appropriation bill, 1970. p. S7370

13. RECREATION. Passed, 57-4, without amendment H. R. 11069, to authorize appropriations to satisfy final judgments against the U. S. in the last remaining condemnation proceeding which was brought to acquire property for the Padre Island National Seashore in Tex. (pp. S7363-6). This bill will now be sent to the President.

14. LABELING. Passed as reported S. 1689, to amend the Federal Hazardous Substances Act to protect children from toys and other articles intended for use by children which are hazardous due to the presence of electrical, mechanical, or thermal hazards. pp. S7367-70

15. PERSONNEL. Rep. Ervin inserted an article, "Inquisition by Insanity," discussing Federal employee rights. pp. S7318-20

16. WATERSHEDS. Received from the Budget Bureau several plans for works of improvement prepared under the Watershed Protection and Flood Prevention Act; to Agriculture and Forestry Committee. p. S7320

Received from the Budget Bureau several plans for works of improvement prepared under the Watershed Protection and Flood Prevention Act; to the Public Works Committee. p. S7320

17. INFORMATION. Received from U. S. Advisory Commission on Information its 24th report. p. S7320

18. FEDERAL AID. Received a Maine Legislature resolution memorializing Congress to revise the present system of administering Federal grants. pp. S7320-1

19. ENVIRONMENTAL QUALITY. Sen. Nelson inserted a report "Progress, Yes; Pollution, No," on the insistence of Oreg. and Wash. that a good environment and good business can and must be compatible. p. S7336

20. DAIRY. Sen. Yarborough supported enactment of a class I dairy bill. p. S7341

21. POLLUTION. Sen. Nelson announced his intention to introduce legislation to require that phosphorous be eliminated from detergents, and that adequate, nonpolluting substitutes be used. pp. S7344-5
22. TAXATION. Sen. Metcalf stated, "I see no reason...to wait...to discuss...our present tax laws." p. S7349
23. TEXTILE TRADE. Sen. Talmadge discussed Secretary of Commerce Stans' tour of Europe and Asia "to pave the way for future trade negotiations to eliminate some of the inequities which exist today," one purpose of his tour being "to lay the groundwork for negotiations...governing the rapidly rising level of textile imports entering the United States." pp. S7374-81
24. ECONOMY. Sen. Kennedy inserted the text of an interview with Dr. Walter Heller on the Nation's current economic policy in which he called for immediate planning by the administration "to alleviate the burden of rising unemployment likely to be produced as our current fiscal policy begins to bring inflation under control." pp. S7353-5
25. HUNGER. Sen. Percy inserted the statement of two witnesses before the Senate Select Committee on Nutrition and Human Needs held in East St. Louis. pp. S7349-53

EXTENSION OF REMARKS

26. ENVIRONMENT. Sen. Randolph commended the establishment of the Appalachian Center for Environmental Health at W. Va. University and inserted Sen. Byrd's address at the dedication services. pp. E5365-7  
Reps. Dingell and Hanna favored establishment of the proposed Environmental Quality Council. pp. E5386, E5393-4  
Rep. Rodino objected to diversion of raw sewage to the Passaic River. p. E5392  
Rep. Blatnik criticized "inadequate funding of the Federal Government's share" for water pollution control programs. pp. E5396-7
27. EMPLOYMENT. Rep. Griffiths inserted a speech critical of alleged sex discrimination in employment, "The Challenge to Women Today." pp. E5369-70
28. EDUCATION. Rep. Dellenback requested full funding for vocational education programs. pp. E5374-5
29. RURAL-URBAN AFFAIRS. Rep. Zwach stated that he has been "urging that we must reverse the migration of the countryside people to the cities", and inserted a lecture, "The Future of the Small Community." pp. E5376-8
30. POPULATION. Rep. Baring inserted the text of an interview, "Overpopulation: New Science President Sees It As Greatest Threat To Mankind." pp. E5384
31. ST. LAWRENCE SEAWAY. Rep. Bray inserted an article which states that "As an exercise in politics the Seaway has achieved outstanding results; as an economic entity it cannot be described as more than a limited success." pp. E5385-6





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# Congressional Record

PROCEEDINGS AND DEBATES OF THE 91<sup>st</sup> CONGRESS, FIRST SESSION

Vol. 115

WASHINGTON, MONDAY, JUNE 30, 1969

No. 108

## Senate

The Senate met at 12 o'clock noon and was called to order by the Vice President.

The Chaplain, the Reverend Edward L. R. Elson, D.D., offered the following prayer.

O Thou sovereign Lord of men and nations, make us a people great enough and good enough to be trusted with our own destiny. Teach us both to work and to pray; to work as though everything depends upon us and to pray as though our only trust is in Thee. Forbid that we should ever substitute prayer for hard thought and diligent work, or for asking Thee to do for us what we ought to do for ourselves. In the ongoing processes of history help us to find Thee not only in the mighty moments but in the discharge of daily duties. Help us, O Lord, to see beyond our tangled ways and confused days the divine pattern toward which all events move, and in the end to be found faithful to our high calling in Thee. Amen.

### MESSAGES FROM THE PRESIDENT RECEIVED DURING ADJOURNMENT

Under authority of the order of the Senate of June 26, 1969, the Secretary of the Senate, on June 27, 1969, received messages in writing from the President of the United States submitting sundry nominations, which were referred to the appropriate committees.

(For nominations received on June 27, 1969, see the end of proceedings of today, June 30, 1969.)

### MESSAGE FROM THE HOUSE RECEIVED DURING ADJOURNMENT

Under authority of the order of the Senate of June 26, 1969, the Secretary of the Senate, on today, June 30, 1969, received a message from the House of Representatives, which announced that the House had passed, without amendment, the joint resolution (S.J. Res. 122) to provide for a temporary extension of the authority conferred by the Export Control Act of 1949.

### MESSAGES FROM THE PRESIDENT

Messages in writing from the President of the United States submitting nominations were communicated to the Sen-

ate by Mr. Leonard, one of his secretaries.

### EXECUTIVE MESSAGES REFERRED

As in executive session, the Vice President laid before the Senate messages from the President of the United States submitting sundry nominations, which were referred to the appropriate committees.

(For nominations this day received, see the end of Senate proceedings.)

### MESSAGE FROM THE HOUSE

A message from the House of Representatives by Mr. Bartlett, one of its reading clerks, announced that the House had agreed to the amendments of the Senate to the bill (H.R. 4229) to continue for a temporary period the existing suspension of duty on heptanoic acid.

The message also announced that the House had agreed to the amendment of the Senate to the bill (H.R. 4297) to amend the act of November 8, 1966.

The message further announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 8644) to make permanent the existing temporary suspension of duty on crude chicory roots.

The message also announced that the House had passed a bill (H.R. 7906) to regulate and foster commerce among the States by providing a system for the taxation of interstate commerce, in which it requested the concurrence of the Senate.

### ENROLLED BILLS AND JOINT RESOLUTION SIGNED

The message further announced that the Speaker had affixed his signature to the following bills and joint resolution, and they were signed by the Vice President:

H.R. 265. An act to amend section 502 of the Merchant Marine Act, 1936, relating to construction-differential subsidies;

H.R. 4229. An act to continue for a temporary period the existing suspension of duty on heptanoic acid, and to continue for one month the existing rates of withholding of income tax; and

S.J. Res. 122. Joint resolution to provide for a temporary extension of the authority conferred by the Export Control Act of 1949.

### HOUSE BILLS REFERRED

The bill (H.R. 7906) to regulate and foster commerce among the States by providing a system for taxation of interstate commerce, was read twice by its title and referred to the Committee on Finance.

### THE JOURNAL

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the reading of the Journal of the proceedings of Thursday, June 26, 1969, be dispensed with.

The VICE PRESIDENT. Without objection, it is so ordered.

### WAIVER OF THE CALL OF THE CALENDAR UNDER RULE VIII

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the call of the calendar of unobjected-to bills under rule VIII be waived.

The VICE PRESIDENT. Without objection, it is so ordered.

### TRANSACTION OF ROUTINE MORNING BUSINESS

Mr. MANSFIELD. Mr. President, I ask unanimous consent that statements in relation to the transaction of routine morning business be limited to 3 minutes.

The VICE PRESIDENT. Without objection, it is so ordered.

### COMMITTEE MEETINGS DURING SENATE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that all committees be authorized to meet during the session of the Senate today.

The VICE PRESIDENT. Without objection, it is so ordered.

### EXECUTIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate go



into executive session to consider the nomination on the Executive Calendar.

There being no objection, the Senate proceeded to consider executive business.

#### CHAIRMAN, JOINT CHIEFS OF STAFF

The VICE PRESIDENT. The clerk will state the nomination on the Executive Calendar.

The bill clerk read the nomination of Gen. Earle Gilmore Wheeler, Army of the United States, to be Chairman of the Joint Chiefs of Staff for an additional term of 1 year.

The VICE PRESIDENT. Without objection, the nomination is considered and confirmed.

Mr. MANSFIELD. Mr. President, I move that the President be notified of the confirmation of the nomination.

The motion was agreed to.

#### LEGISLATIVE SESSION

Mr. MANSFIELD. I move that the Senate resume the consideration of legislative business.

The motion was agreed to; and the Senate resumed the consideration of legislative business.

#### GREAT PLAINS CONSERVATION PROGRAM

Mr. MANSFIELD. Mr. President, I move that the Committee on Agriculture and Forestry be discharged from the further consideration of H.R. 10595 and that the Senate proceed to its immediate consideration.

The VICE PRESIDENT. Without objection, the committee is discharged from the further consideration of the bill. The clerk will state the bill by title.

The LEGISLATIVE CLERK. A bill (H.R. 10595) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

The VICE PRESIDENT. Is there objection to the present consideration of the bill?

There being no objection, Senate proceeded to consider the bill.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that all after the enacting clause of H.R. 10595 be stricken and that there be substituted therefor the full text of S. 1790, as amended by the committee amendment.

The VICE PRESIDENT. Without objection, it is so ordered.

The amendment was agreed to.

The bill was ordered to a third reading, was read the third time, and passed.

The VICE PRESIDENT. Without objection, the title will be appropriately amended.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate reconsider the vote by which S. 1790 passed the Senate on Thursday, June 26, 1969.

The VICE PRESIDENT. Without objection, it is so ordered.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that S. 1790 be indefinitely postponed.

The VICE PRESIDENT. Without objection, it is so ordered.

#### STATEMENT BY SENATOR MANSFIELD AT ANNUAL DEMOCRATIC CONGRESSIONAL DINNER

Mr. KENNEDY. Mr. President, I had the distinct privilege at the annual Democratic congressional dinner at the Washington Hilton Hotel on June 26, 1969, to introduce the distinguished majority leader. Senator MANSFIELD, as always, delivered a most cogent and timely address. His message that evening reflected the perspective that has become his trademark. I ask unanimous consent that the statement of Senator MANSFIELD as well as my introduction of the distinguished majority leader be printed at this point in the RECORD.

There being no objection, the statements were ordered to be printed in the RECORD, as follows:

Senator KENNEDY. Tonight I have the honor to introduce a man of greatness. Spare and lean, a man of the west, with all of the strength and conviction that comes from the tall timber and open space.

To you and me, he is the majority leader of the United States. To foreign powers, he is a voice to listen to, to Presidents he is a wise counselor, to members of the Senate he is the boss.

Back in Montana, in Butte, in Missoula, in Eureka and Sydney, he is Mike.

There have been others from the West who came East to lead us. With the firmness of William Borah, the integrity of George Norris, the skills of Carl Hayden—these are the talents that built a nation. But among all the West has produced, no man is more honored or respected, or loved as Mike Mansfield.

He has been a member of every branch of the military service. He has been a mucker in the coppermines of Montana.

As a lad, he was a roustabout—but made up for it by receiving a high school diploma and a college degree in the same year. He went on to become a noted professor.

And, in 1943, with his wife Maureen, and young daughter Ann, he drove from Montana to Washington as a man newly elected to Congress; arriving in an old campaign car still wearing his Marine boots.

He has never left us since. But he has never left Montana either.

In September of 1963, President Kennedy made his last visit to Montana. He stopped in Great Falls to pay his respects to the late Patrick Mansfield, the father of the majority leader. And when the President came back, he told me of the thousands of people who crowded the roads from the airport to town. And the amazing thing was that Mike Mansfield could greet each and everyone of them by their first names. "That," President Kennedy said, "is the mark of a leader."

As a soldier, he learned devotion. As a teacher, he gained the gifts of calm and patient leadership. And as a laborer in the pits, he developed his sensitivity for the weak, the innocent and those who toll with their hands.

There is a phrase that only those who have been in the mines of Montana know. They use it when the sticks of dynamite have been put in place, in the drift, and the time has come to cap them for the explosion.

Whenever Mike Mansfield bids farewell to a Montana friend, he uses this phrase, and says "tap'er light".

This is Mike Mansfield's style. This has been the tone he has brought to the United States Senate. Others may speak more loudly, and others may speak in greater length, but when the leader stands in the well of the Senate, other voices fade before the authority of his presence.

In his own quiet way, he has moved this country toward what it should be—toward the American dream. In his own quiet way, he has made each of us proud to be Democrats in the United States Senate.

And I am proud to stand here tonight before friends of a great party and give to you the majority leader of the United States Senate—my leader—Mike Mansfield of Montana.

#### STATEMENT OF SENATOR MANSFIELD

Senator MANSFIELD. A decade is drawing to a close. It began in a Republican Administration. It ends in a Republican Administration. In between, the Democratic Party has aimed at raising the nation's standard of living and at putting into practice, the Constitution's promise of equal treatment for all citizens.

In this decade, there has emerged from a Democratic Congress an expanded housing program and legislation to provide for the better education of the nation's young people.

A Democratic Congress has opened the door to adequate medical and hospital care for the long-neglected and made a commitment to end a persistent poverty amid affluence in this nation.

A Democratic Congress brought to fruition the 100-year effort to strike down legal and other barriers to equal treatment of all Americans.

These and other legislative achievements carry the hallmark of President Kennedy and President Johnson. They are written into the journals of the Democratic 87th, 88th, 89th, and 90th Congresses.

Yet, these beacons of process—let us face it frankly—were overshadowed last November. A decade of social advance was buried in the avalanche of public bitterness, revulsion and frustration which is Viet Nam. Years of national achievement sank out of sight in the tide of violence, unrest and anxiety which engulfed the nation.

The grim war continues in Viet Nam. Fear still stalks the streets of the nation's towns and cities. The uncertainties over the future are undiminished.

To be sure, the primary responsibility in this situation no longer adheres to the Democratic Party. To be sure, national leadership has passed to the Republican Party. But there can be no comfort for us in this changeover. If Democrats mean to retain a significance for this nation, there is no refuge in the shift of responsibility along with the Presidency to the Republican Party. On the contrary, we will acknowledge our own responsibility for the past and we will accept our share of responsibility for the present.

We will face frankly the twin tragedies of these times—the tragic conflict abroad and the tragic clashes at home and we will look for the means of their resolution. As the party of opposition, we will question the priorities and policies, the attitudes and the approaches of the Republican Administration in dealing with these and other national issues. We will do so responsibly, offering with our criticisms, constructive alternatives.

In the Congress—in the Senate—we will join with the President in an effort to end the war in Viet Nam. As far as conscience permits, we will uphold the President's hand in that situation; he is the President of all Americans—Democrats no less than Republicans. But we cannot and we will not acquiesce in the indefinite absence of peace.

We will sustain the President in a foreign policy of discerning internationalism; that is what the realities of the world demand, as







# DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

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For actions of July 30, 1969  
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HIGHLIGHTS: House committee voted to report Desolation Wilderness bill. House passed bill to extend surcharge tax 15 days.

HOUSE

1. TAXATION. Passed, 306-105, as reported, H. R. 13080, to continue for an additional 15 days the existing rates of income withholding at source. pp. H6518-22
2. CONSERVATION. Conferees were appointed on H. R. 10595, to provide for a Great Plains conservation program. Senate conferees have not been appointed. pp. H6522
3. APPROPRIATIONS. Continued debate on H. R. 13111, the Labor-HEW appropriation bill (pp. H6522-80, H6582, H6584, H6543). Agreed to a "package" amendment by Rep. Joelson which included provisions for an increase of \$398 million in funds for school aid to impacted areas (pp. H6522-63). Rejected an amendment by Rep. Rosenthal to provide \$300,000 to the Bureau of Federal Credit Unions to administer a consumer credit training program (pp. H6578-79).
4. PROCUREMENT. A subcommittee of the Government Operations Committee approved for full committee action H. R. 474, to establish a Commission on Government Procurement. p. D698
5. WILDERNESS; RECREATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 850, to designate the Desolation Wilderness, Eldorado National Forest, Calif., and S. 912, to establish the Florissant Fossil Beds National Monument, Colo. p. D699
6. OPINION POLL. Rep. Annunzio inserted the results of a questionnaire including items of interest to this Department. pp. H6584-86
7. INFORMATION. Rep. Edwards, Ala., spoke in support of his bill to provide for an examination of U.S. Government public information activities in foreign countries. pp. H6586-87
8. FARM PRICES. Rep. Poage stressed the "need for reciprocal understanding between rural and urban Congressmen regarding legislation, and to the fact that it is in the long-range interest of residents of cities that they support measures to increase farmer income" and inserted an article by Rep. Rostenkowski on the farmer's future. p. H6592
9. TRANSPORTATION. Received from Transportation a proposed bill to provide additional revenue for the highway trust fund; to Ways and Means Committee. p. H6595  
Received from Transportation a proposed bill to provide for the imposition of waterway user charges. p. H6595



Mr. MILLS. Mr. Chairman, I yield myself 5 minutes.

Mr. Chairman, the bill H.R. 13080, as has been previously pointed out, would temporarily extend the present effective surcharge withholding rates for an additional 15 days, from July 31 through August 15.

Mr. Chairman, it will be recalled that earlier, because it was impossible for the Congress to conclude action H.R. 12290 prior to July 1, the Senate passed and the House agreed to an amendment to H.R. 4229 which extended the surcharge withholding rates from June 30 to July 31, 1969.

I think it is very important that we point out that this action did not represent a change in any taxpayer's liability for 1969, but instead merely continued withholding at a rate which included application of the surcharge, and the same is true of the present 15-day extension before the House.

Mr. Chairman, the Senate has not completed its action yet on H.R. 12290, and it appears, from what information I can get, that it will not be able to do so before Thursday night, July 31. If it does not do that, and if we do not take action to continue for this period of time the withholding of the tax so as to include the surcharge, there will be a great deal of confusion, uncertainty, and expense, first to employers, who in the absence of this enactment might be faced with the difficult problem of changing over from one set of withholding rates as of August 1, and then, should Congress subsequently complete action on H.R. 12290, be faced with the necessity of shifting back to the higher rates including the surcharge tax.

The problem is also presented to employees if the withholding tax is not continued, in that their take-home pay checks would be increased, and then, if the Congress completes action on H.R. 12290, the withholding would again increase, and their take-home pay would be decreased.

In this event many employees would be likely to be underwithheld upon; that is, they would be likely to owe additional taxes when they filed the tax returns on April 15, 1970, for the taxable year 1969.

I believe it is far more convenient for them for the withholding to be uniform than to have this gap in the withholding. Certainly it is far more convenient and brings about less confusion for the employer. Also, the administration of the program by the Internal Revenue Service is involved, and would be adversely affected by this lapse.

A question has been raised as to what may ultimately happen. I have no idea what may happen in the other body. I have not been told of any more information that you have received yourselves about what they may finally do.

I do believe, however, there is a responsibility on the part of the House, as well as the other body, to see to it that if finally the surcharge is to be extended for 5 months, for 12 months, or for whatever period of time, we do it in such a manner as to create as little inconvenience and confusion as possible to the employee, to the employer, and to the Internal Revenue Service.

That is all I have to say, Mr. Chairman, about the proposition. It speaks for itself.

Let it be borne in mind, and let me repeat what I said earlier: This 15-day extension does not involve any change in any taxpayer's ultimate liability. That something with respect to the continuation of the surcharge itself.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. MILLS. I am glad to yield to the gentleman from Iowa.

Mr. GROSS. So far as I am concerned, in my feeble part as a Member of the House of Representatives, I made no issue over the last extension because I lived in hope that in the interim period there would be some evidence on the part of the House that it intended to cut expenditures; that the bills would carry amounts at least equal to or reduced below the expenditures of last year.

The CHAIRMAN. The time of the gentleman from Arkansas has expired.

Mr. MILLS. Mr. Chairman, I yield myself 2 additional minutes.

Mr. GROSS. I find myself in the situation here today whereby to vote for a continuation of the withholding is by indirection a vote for the surtax.

There is a bill pending before the House now—consideration of this bill has interrupted consideration of it—which, when one takes into consideration the forward funding, is \$1.3 billion more than the expenditure for last year, and that does not include a single dollar for the pay increases that went into effect on July 1.

I would not be in a tenable situation here today if I voted for a continuation of the withholding of the surtax, with no evidence whatever that the House is genuinely and sincerely interested in halting inflation by the most effective measure; that is, the reduction of expenditures on the part of the Government. I deeply regret that there is all too little interest in that which is of greatest priority—deep cuts in spending rather than continuing higher taxes to produce greater revenues to be brought to Washington and spent.

I thank the gentleman from Arkansas for yielding to me for this brief statement.

Mr. MILLS. Let me make it clear to my friend and to anyone else who may be of the impression he has indicated he is, I do not by any stretch of the imagination interpret a vote for this 15-day withholding as being an endorsement of the surcharge or as having any relationship whatsoever to the vote on the continuation of the surcharge itself. This is done to avoid the confusion which would occur if the surcharge itself should be extended into the future. That is the whole point of it.

I would think all of us would want to go through this period creating as little confusion as possible.

Mr. BYRNES of Wisconsin. Mr. Chairman, I yield myself such time as I may require, and I am going to be very brief.

It has been said and correctly so that this is really a housekeeping matter. The only purpose of extending the period for the current withholding rate is to avoid the possibility of great confusion both

with respect to the employers of this country and the employees of this country and, in addition, to avoid problems that could be created as far as the Internal Revenue Service and its administration of the tax law are concerned. All we are doing here if we extend this is to say that we are going to take this action as a precaution against creating undue burdens on all of the employers of this country, big and little, and on all of our taxpayers and those who are charged with the collection of our taxes. As the chairman of the committee has said, it cannot control one way or the other what ultimately happens as far as a continuation of the surtax is concerned. You can beat this extension, you can turn this bill down, and you can revert to the old level of withholding. That does not foreclose the possibility of the extension of the surtax. That does not foreclose its passage eventually by the Senate, on agreement by the House, and being signed by the President. It cannot have any effect except to create confusion in that kind of a situation.

Therefore, I would think, Mr. Chairman, that it is pointless for us under any circumstances to put this kind of a burden thus created on our people, which would accomplish nothing.

Mr. MILLS. Mr. Chairman, I have no further requests for time.

Mr. BYRNES of Wisconsin. Mr. Chairman, I have no further requests for time.

The CHAIRMAN. Under the rule, no amendments are in order except amendments offered by the Committee on Ways and Means. Are there any amendments?

Mr. MILLS. There are no amendments, Mr. Chairman.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. MONAGAN, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 13080) to continue for an additional 15 days the existing rates of income tax withheld at source, pursuant to House Resolution 501, he reported the bill back to the House.

The SPEAKER. Under the rule, the previous question is ordered.

The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The question was taken, and the Speaker announced that the ayes appeared to have it.

Mr. MOSS. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 306, nays 105, not voting 21, as follows:



The Robison amendment brings the expenditures up to the same level as the expenditures in the Jodson amendment—the same figures—except the Robison amendment leaves it up to the U.S. Commissioner to do your legislating for you. The Robison amendment would afford no assurance of a contribution of a school library, and NDEA equipment, or a guidance and counseling program. They would leave it up to the U.S. Commis-







Aug 7, 1969

SENATE

9. RECREATION. The Interior and Insular Affairs Committee reported with amendment S. 2564, to amend the Act fixing the boundary of Everglades National Park, Fla., and authorizing the acquisition of land therein, in order to authorize an additional amount for the acquisition of certain lands for such park (S. Rept. 91-347). p. S9380  
Concurred in the House amendments to S. 912, to provide for the establishment of the Florissant Fossil Beds National Monument in Colo. (pp. S9378-9). This bill will now be sent to the President.  
Sen. Yarborough inserted Jean Hunt's review of the book, "America the Raped." p. S9389
10. WATER QUALITY. The Public Works Committee reported with amendments S. 7, to amend the Federal Water Pollution Control Act, as amended (S. Rept. 91-351). p. S9381
11. GREAT PLAINS. Conferees were appointed on H. R. 10595, to amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program (p. S9359). House conferees have been appointed.
12. EXPORT CONTROL. Agreed to without amendment H. J. Res. 864, to provide for a temporary extension to October 31, 1969, of the authority conferred by the Export Control Act of 1949 (p. S9360). This bill will now be sent to the President.
13. DISASTER RELIEF. Sen. Spong, Va., was substituted for Sen. Gravel, Alaska, as a conferee on the part of the Senate on the Calif. disaster relief bill. p. S9380
14. TAXATION. Sen. Long inserted an editorial, "From Confusion to Chaos," which discussed the tax reform package. pp. S9356-7
15. POTATOES. The Daily Digest states a subcommittee of the Agriculture and Forestry Committee approved for full committee consideration S. 1181, "proposed Potato Research and Promotion Act (with amendments), including one which would add the text of S. 1862, permitting projects for paid advertising under marketing orders applicable to tomatoes" and "S. 2214, to exclude potatoes for all types of processing from provisions of the Agricultural Marketing Agreement Act (amended) so as to provide for exemption of potatoes for processing from marketing orders for a period of 2 years." p. D735
16. REVIEW COMMITTEES. A subcommittee of the Agriculture and Forestry Committee approved for full committee consideration S. 2226, to amend the Agricultural Adjustment Act with regard to appointment of review committee members. p. D735
17. MINING. The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 719, to establish a national mining and minerals policy. p. D736
18. IRRIGATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 203, to amend the Act of June 13, 1962 (76 Stat. 96), with respect to the Navajo Indian irrigation project. p. D736

19. GRAZING FEES. The Daily Digest states the Interior and Insular Affairs Committee "approved a committee resolution proposed by Senator Church asking the Departments of Interior and Agriculture to carefully review grazing fee schedules announced last January." p. D736
20. ENVIRONMENTAL QUALITY. Sen. Muskie inserted the text of his proposed Inter-governmental Power Coordination and Environmental Protection Act which was inadvertently omitted from the Record when he introduced the bill. pp. S9394-5
21. PESTICIDES. Sen. Nelson inserted an article, "Search for a Pesticide," which "cites the spread of pesticides throughout the environment." pp. S9400-01
22. HUNGER. Sen. Yarborough inserted an article which calls for "a free basic diet for every American." He stated that he has "some reservations" about the approach the author suggests, but that her comments merit consideration by us all. pp. S9401-3
23. CHEMICAL WARFARE. Sen. Ribicoff expressed concern over the destructive potential of chemical and biological warfare capabilities and stated, "We must now take every precaution to prevent the uncontrollable contamination of the earth." pp. S9411-2

EXTENSION OF REMARKS

24. ELECTRIFICATION. Rep. Jones, Ala., praised the TVA program and stated that it will pay into the Treasury almost half again as much as has been requested for appropriations. p. E6741  
Rep. Evins, Tenn., objected to TVA's proposed rate increase. p. E6751
25. FORESTS. Rep. Wold commended and inserted a speech, "The Forest Industry: Today and Tomorrow." pp. E6744-6
26. TAXATION. Rep. Cowger explained his votes on tax measures. p. E6748  
Rep. Utt inserted an article, "Tax Reforms Feared Inflationary." pp. E6748-9  
Speech in the House by Rep. Boggs during debate on the tax reform bill and insertion of articles on this subject. pp. E6763-76
27. LANDS. Rep. Reid, Ill., stated that "one of the most important pieces of legislation" was the establishment of the Public Land Law Review Commission, and inserted an article, "Land for Growth." pp. E6753-4
28. POLLUTION. Rep. Dorn urged appropriations for the construction grant program of the Clean Water Restoration Act. pp. E6757-8  
Rep. Cohelan inserted an article, "Environmental Noise Pollution A New Threat to Sanity." pp. E6792-5



gress, not the head, not the guide, not the leader, not the one determining policy, but the arm of the Congress to investigate where Congress felt investigation should be made. The General Accounting Office has uniformly been so used in all of the cases in which I have had any information at all as to their various activities, which have been many.

Therefore, the Senator from Florida simply wants the RECORD to show he completely agrees on the two major points with the position taken by the distinguished chairman of the committee: First, that hearings are absolutely necessary, that this is a vital, very important, and serious matter; and, second, as agreed to, the amendments means a very great change in the functioning of the General Accounting Office and makes of it instead of an arm of Congress the leader and guide of Congress in various major fields of expenditure.

The Senator from Florida would have no objection at all to the granting of subpoena powers in proper cases, and he has voted on many occasions to give subpoena powers to various investigating committees and various regulatory agencies and the like. That is not a part of the objection of the Senator from Florida, but he does object to this kind of handling of such an important matter and particularly when this matter marks a complete change of the character of the General Accounting Office. It is an important arm of the legislative department, and not of the executive department. It is an arm to which we can refer matters which Congress thinks should be investigated and reported upon.

To turn the Comptroller General loose without any guidance except the language here relating to—in his opinion—which is the wording, he can move as he pleases in any area looking for matters he thinks important.

Mr. President, I wanted this statement to appear in the RECORD because I have very strong feelings in the matter, and because I think I have as strong a desire as any in this Chamber to have properly reviewed and properly supervised the expenditures of vast amounts of money which we entrust to the Defense Department for expenditures. But I am not willing on this floor, without a committee report, without committee hearings, particularly when it is clear the amendment was offered to the committee and then withdrawn without the committee's being given a chance to pass upon it. I am not willing to vote for such a far-reaching amendment which, in effect, is a vote of no confidence as to the Armed Services Committee and the Government Operations Committee and is, in effect, a vote which would change completely the nature of the GAO which is one of the very important agencies belonging to the legislative branch and which we may regard as our investigating arm. That is what it is.

I thank the Senator from Mississippi for yielding to me.

Mr. STENNIS. I thank the Senator for his fine remarks. I am sorry he did not have an opportunity to speak before this time.

Mr. HOLLAND. I thank the Senator.

I realize the difficulties under which he is operating. I have no feeling about the matter at all. I simply wanted to have in the RECORD a clear statement of my opinion on this matter because, may I respectfully say, I differ with the majority of Senators who have voted for this amendment without hearings, as far-reaching as it is, that it should be adopted and written into law.

#### GREAT PLAINS CONSERVATION PROGRAM

Mr. ELLENDER. Mr. President, I ask the Chair to lay before the Senate a message from the House of Representatives on H.R. 10595.

The PRESIDING OFFICER laid before the Senate a message from the House of Representatives announcing its disagreement to the amendments of the Senate to the bill (H.R. 10595) to amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. ELLENDER. I move that the Senate insist upon its amendments and agree to the request of the House for a conference, and that the Chair be authorized to appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. EASTLAND, Mr. HOLLAND, Mr. JORDAN of North Carolina, Mr. AIKEN, and Mr. COOK conferees on the part of the Senate.

#### MESSAGES FROM THE PRESIDENT

Messages in writing from the President of the United States were communicated to the Senate by Mr. Geisler, one of his secretaries.

#### PUBLIC TRANSPORTATION—MESSAGE FROM THE PRESIDENT (H. DOC. NO. 91-145)

The PRESIDENT pro tempore laid before the Senate the following message from the President of the United States, which was referred to the Committee on Commerce:

*To the Congress of the United States:*

Public transportation has suffered from years of neglect in America. In the last 30 years urban transportation systems have experienced a cycle of increasing costs, decreasing funds for replacements, cutbacks in service and decrease in passengers.

Transit fares have almost tripled since 1945; the number of passengers has decreased to one third the level of that year. Transit industry profits before taxes have declined from \$313 million in 1945 to \$25 million in 1967. In recent years 235 bus and subway companies have gone out of business. The remaining transit companies have progressively deteriorated. Today they give their riders fewer runs, older cars, and less service.

Local governments, faced with demands for many pressing public services and with an inadequate financial base, have been unable to provide sufficient assistance.

This is not a problem peculiar to our largest cities alone. Indeed, many of our small and medium-sized communities have seen their bus transportation systems simply close down.

When the Nation realized the importance and need for improved highways in the last decade, the Congress responded with the Highway Act of 1956. The result has been a magnificent federally-aided highway system. But highways are only one element in a national transportation policy. About a quarter of our population lack access to a car. For these people—especially the poor, the aged, the very young and the handicapped—adequate public transportation is the only answer.

Moreover, until we make public transportation an attractive alternative to private car use, we will never be able to build highways fast enough to avoid congestion. As we survey the increasing congestion of our roads and strangulation of our central cities today, we can imagine what our plight will be when our urban population adds one hundred million people by the year 2000.

We can not meet future needs by concentrating development on just one means of transportation. We must have a truly balanced system. Only when automobile transportation is complemented by adequate public transportation can we meet those needs.

#### THE PUBLIC TRANSPORTATION PROGRAM

*I propose that we provide \$10 billion out of the general fund over a 12-year period to help in developing and improving public transportation in local communities.* To establish this program, I am requesting contract authorization totaling \$3.1 billion for the first five years starting with a first year authorization of \$300 million and rising to \$1 billion annually by 1975. Furthermore, I am asking for a renewal of this contract authorization every two years so that the outstanding contract authorization will never be for a shorter period than three years. Over the 12-year period, \$9.5 billion is programmed for capital investments and \$500 million for research and development.

The program which I am recommending would help to replace, improve and expand local bus, rail and subway systems. It would help to develop and modernize subway tracks, stations, and terminals; it would help to build and improve rail train tracks and stations, new bus terminals, and garages.

The program would authorize assistance to private as well as public transit systems so that private enterprise can continue to provide public services in urban transportation. It would give State governments an opportunity to comment on project applications in order to improve intergovernmental coordination. It would require local public hearings before any major capital construction is undertaken. And it would permit localities to acquire rights-of-way in advance of system construction in order to reduce future dislocation and costs.

Fares alone cannot ordinarily finance the full cost of public transit systems, including the necessary capital investments. Higher fares usually result in fewer riders, taking much of the "mass"



out of mass transit and defeating the social and economic purpose of the system.

One problem with most transit systems operating today is that they rely for revenues on people who *must* use them and make no appeal to those who have a choice of using them or not. Thus we have the self-defeating cycle of fewer riders, higher fares, lower revenues, worse facilities, and still fewer riders.

The way to break that cycle is to make public transit truly attractive and convenient. In this way, more riders will provide more revenues, and fares can be kept down while further efficiencies can be introduced.

In addition to assistance for capital improvements, I am proposing substantial research and technology efforts into new ways of making public transit an attractive choice for owners of private cars. These would include:

- Advanced bus and train design to permit easier boarding and dismounting.
- Improved interiors in bus and trains for increased convenience and security for riders.
- New traffic control systems to expedite the flow of buses over streets and highways.
- Tracked air cushioned vehicles and automated transit.
- Flexible bus service based on computer-forecast demands.
- New bus propulsion systems which would reduce noise and air pollution as well as cost.
- Systems such as moving sidewalks and capsules to transport people for short distances within terminals, and other major activity.

In summary, this public transportation program I am recommending would give State and local governments the assurance of Federal commitment necessary both to carry out long-range planning and to raise their share of the costs. It would meet the challenge of providing resources that are adequate in amount and it would assure adequate duration of their availability.

The bus rider, train commuter and subway user would have better service. The car driver would travel on less congested roads. The poor would be better able to get to work, to reach new job opportunities and to use training and rehabilitation centers. The centers of big cities would avoid strangulation and the suburbs would have better access to urban jobs and shops.

Most important, we as a Nation would benefit. The Nation which has sent men to the moon would demonstrate that it can meet the transportation needs of the city as well.

RICHARD NIXON.

THE WHITE HOUSE, August 7, 1969.

#### EXECUTIVE MESSAGES REFERRED

As in executive session, the Presiding Officer laid before the Senate messages from the President of the United States submitting the nomination of George E. Woods, Jr., of Michigan, to be U.S. attorney for the eastern district of Michi-

gan, and withdrawing the nomination of Louis R. Bruce, of New York, to be Commissioner of Indian Affairs, which nominating message was referred to the Committee on Interior and Insular Affairs.

#### TEMPORARY EXTENSION TO OCTOBER 31, 1969, OF AUTHORITY CONFERRED BY THE EXPORT CONTROL ACT OF 1949

Mr. MUSKIE. Mr. President, I ask that the Chair lay before the Senate a message from the House of Representatives on House Joint Resolution 864.

The PRESIDING OFFICER laid before the Senate the joint resolution (H.J. Res. 864), to provide for a temporary extension to October 31, 1969, of the authority conferred by the Export Control Act of 1949, which was read twice by its title.

Mr. MUSKIE. Mr. President, I ask unanimous consent that the Senate proceed to its immediate consideration.

The PRESIDING OFFICER. Is there objection to the present consideration of the joint resolution?

There being no objection, the Senate proceeded to consider the joint resolution.

Mr. MUSKIE. Mr. President, what is involved here is the authority of the Commerce Department to regulate exports from the United States. The Senate has before it on the calendar a bill which has been considered by the Committee on Banking and Currency and reported to the Senate which deals with the expansion and regulation of exports. However, in order to give that bill proper consideration, we need temporary extension for the second time of the present law.

This joint resolution would have that effect. The House has approved it. We have cleared it with both sides of the aisle.

I therefore ask that the Senate approve this resolution at this time.

Mr. BYRD of Virginia, Mr. President, will the Senator from Maine yield?

Mr. MUSKIE. I yield.

Mr. BYRD of Virginia. What is the length of time for the extension?

Mr. MUSKIE. It is a 60-day extension from August 31. The first temporary extension expires then. This joint resolution extends it to October 31, in order to allow consideration of the principal legislation which is on the calendar.

Mr. BYRD of Virginia. I thank the Senator from Maine.

The resolution (H.J. Res. 864) was read the third time and agreed to.

#### SUBCOMMITTEE MEETING DURING SENATE SESSION

Mr. JAVITS. Mr. President, with the consent of both sides, I ask unanimous consent that the Subcommittee on Education of the Committee on Labor and Public Welfare may meet for 15 minutes to report a bill to the full committee at this particular time.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### LEGISLATIVE SALARY ADJUSTMENTS

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the pending business be laid aside temporarily and that the Senate proceed to the consideration of Calendar No. 214, H.R. 7206.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. H.R. 7206, to adjust the salaries of the Vice President of the United States and certain officers of the Congress.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

#### AMENDMENT NO. 39

Mr. WILLIAMS of Delaware. Mr. President, I send to the desk my amendment No. 39 and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. At the appropriate place insert a new section:

That (a) section 225 of the Federal Salary Act of 1967 is hereby repealed.

(b) Section 216 of such Act is amended by striking out "and subject to the operation of section 225 of this title."

Mr. WILLIAMS of Delaware. Mr. President, on April 29 this amendment was approved by a rollcall vote, and the vote was 49 to 36. I see no reason to debate the issue again. Surely there will be an equally favorable vote again. It is being offered on behalf of the Senator from Virginia (Mr. BYRD), the Senator from Colorado (Mr. DOMINICK), and myself.

It merely repeals the President's commission under which congressional salaries are fixed every 4 years. I am ready to vote.

Mr. President, I call for a division.

The PRESIDING OFFICER. A division is called for.

Mr. BYRD of West Virginia. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The bill clerk proceeded to call the roll.

Mr. YOUNG of Ohio. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. YOUNG of Ohio. Mr. President, I ask for recognition.

The PRESIDING OFFICER. The Senator from Ohio.

Mr. YOUNG of Ohio. Mr. President, the pending bill, which was passed in the other body and was reported by the Post Office and Civil Service Committee, proposes to increase the salary of the Vice President from \$43,000 a year to \$62,500 a year.

Earlier in this session the Congress increased the salary of the President of the United States by 100 percent, from \$100,000 per annum to \$200,000 per annum.

I recall that an amendment was offered to increase the salary of the President by only \$50,000 per annum. I supported that 50-percent increase. However, that







# DIGEST of Congressional Proceedings

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued October 17, 1969  
For actions of October 16, 1969  
91st-1st No. 169

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HIGHLIGHTS: Rep. Biester and 78 other Reps. introduced and Reps. Biester, Horton, and Mnish discussed food stamp bills. Senate passed potato research and promotion bill and bill to exempt potatoes for processing from marketing orders. House committee voted to report bill to authorize production research under marketing agreement and order program. House committee voted to report bill to donate CCC dairy products to feed needy. Conferees agreed to file report on Great Plains program extension bill.

HOUSE

1. **MARKETING. The Agriculture** committee voted to report (but did not actually report H. R. 8536, to amend section 602 (3) and section 608c (6) (1) of the Agricultural Marketing Agreement Act of 1937, as amended, to authorize production research under marketing agreement and order programs. p. D952
2. **CCC DAIRY. The Agriculture** committee voted to report (but did not actually report) H. R. 12588, amended, to amend the Agricultural Act of 1949 with regard to the use of dairy products. p. D952
3. **SELECTIVE SERVICE.** The Armed Services Committee reported H. R. 14001, to amend the Military Selective Service Act of 1967 to authorize modifications of the system of selecting persons for induction into the Armed Forces (H. Rept. 91-577). p. H9695
4. **GREAT PLAINS.** The conferees agreed to file a conference report on H. R. 10595, to extend the Great Plains program for 10 years. p. D954
5. **EXPORT CONTROL.** Passed, 272-7, with amendments H. R. 4293, to provide for continuation of authority for regulation of exports. pp. H9656-78
6. **SOCIAL SECURITY.** Rep. Vanik inserted a table on the costs of social security, but said that testimony indicates the proposal for increasing social security by 15 percent is both sound and responsible. p. H9645
7. **LEGISLATIVE PROPOSALS.** Rep. Gude urged action on the President's legislative proposals. p. H9646
8. **INFLATION.** Rep. Wyatt spoke on the inflationary problem and listed specific suggestions for serious consideration one of which calls for wage and price controls. p. H9689-90  
Rep. Podell deplored the state of the economy. p. H9691
9. **MANPOWER.** Rep. Annunzio commended the progress which has been made under authority of the Manpower Development and Training Act. p. H9691
10. **LEGISLATIVE PROGRAM.** Rep. Boggs announced that Mon., H. R. 14030, to extend the authority to transfer peanut acreage allotments will be considered on Tues., the Private Calendar will be called and the Housing bill will be considered; he said he hopes the selective service bill can be brought up next week; and that conference reports may be brought up any time. p. H9655
11. **ADJOURNED** until Mon., Oct. 20.



H.R. 9257, amended, to amend the code of laws of the District of Columbia with respect to facilities for the parking or storage of motor vehicles.

H.R. 13564, to provide that in the District of Columbia one or more grantors in a conveyance creating an estate in joint tenancy or tenancy by the entireties may also be one of the grantees.

H.R. 13565, amended, to validate certain deeds improperly acknowledged or executed (or both) that are recorded in the land records of the Recorder of Deeds of the District of Columbia; and

S. 2056, permits unmarried judges of the courts of the District of Columbia who have no dependent children to terminate their payments for survivors annuity and to receive a refund of amounts paid for such annuity.

#### DEBT ADJUSTMENT

*Committee on the District of Columbia.* Subcommittee No. 2 concluded hearings on S. 1458, to prohibit debt adjustment business in the District of Columbia. Testimony was heard from D.C. Government and public witnesses.

#### ELEMENTARY AND SECONDARY EDUCATION

*Committee on Education and Labor:* General Subcommittee on Education continued hearings on the educational needs of elementary and secondary schools in the 1970's. Testimony was heard from Albert Shanker, president, United Federation of Teachers.

Hearings to continue on November 12.

#### OCCUPATIONAL HEALTH AND SAFETY

*Committee on Education and Labor:* Select Subcommittee on Labor continued hearings on H.R. 843 and related bills, occupational health and safety. Testimony was heard from John A. McCart, operations director, Government Employees Council, AFL-CIO, and J. Sharpe Queener, Chamber of Commerce of the United States.

#### FOREIGN AID

*Committee on Foreign Affairs:* Met in executive session for continued markup of H.R. 11792, foreign aid.

Committee to continue Tuesday, October 21.

#### COMMITTEE BUSINESS

*Committee on House Administration:* Subcommittee on Printing met in executive session on pending business. No announcements were made.

#### AIRWAYS AND AIRPORT DEVELOPMENT

*Committee on Interstate and Foreign Commerce:* Met in executive session for continued markup of H.R. 12374, airways and airport development. Committee to continue Tuesday, October 21.

#### PRIVATE CLAIMS

*Committee on the Judiciary:* Subcommittee No. 2 heard testimony on private claims bills.

#### COMMISSION ON MARIHUANA

*Committee on the Judiciary:* Subcommittee No. 3 concluded hearings on H.R. 10019 and related bills, to establish a Commission on Marihuana. Testimony was heard from Dr. Helen Nowlis, research consultant for student affairs, University of Rochester; William F. Buckley, Jr., editor-in-chief, "National Review"; Dr. Julius R. Krevans, dean for academic affairs and professor of medicine, Johns Hopkins University and Mitchell Ware, Esquire, superintendent, Illinois Division of Narcotics Control, Springfield, Ill.

#### BAIL REFORM ACT

*Committee on the Judiciary:* Subcommittee No. 4 held a hearing on H.R. 12806 and related bills, to amend the Bail Reform Act of 1966. Testimony was heard from Representatives Ervin, McCulloch, Rogers of Florida and Gude. Statements for the record were submitted by Representatives Cramer, Winn, Taylor, Koch, and Sebelius.

#### CONGLOMERATE MERGERS

*Committee on the Judiciary:* Subcommittee No. 5, Antitrust, continued hearings on conglomerate mergers. Further testimony was heard from Leasco Data Processing Corp. officials Saul P. Steinberg, chairman of the board and director; Bernard L. Schwartz, president and director; and A. Addison Roberts, director.

#### FEDERAL COAL MINE HEALTH AND SAFETY ACT

*Committee on Rules:* Granted an open rule with 3 hours of debate and waiving points of order against sec. 401(c)(1) of H.R. 13950, Federal Coal Mine Health and Safety Act of 1969. After passage of the bill it shall be in order to take S. 2917 from the Speaker's table and amend it with the House passed language. Testimony was heard from Representatives Perkins, Dent, Erlenborn, Hechler of West Virginia, Bell of California, Kee, and Daniels of New Jersey.

#### NASA AUTHORIZATION SUPPLEMENT

*Committee on Science and Astronautics:* Subcommittee on Space Science and Applications held hearing on NASA authorization supplement. Testimony was heard from Dr. John E. Naugle, Associate Administrator for Space Science and Applications, NASA.

#### SOCIAL SECURITY ACT AMENDMENTS

*Committee on Ways and Means:* Continued hearings on proposals to amend the various titles of the Social



Security Act. Testimony was heard from Secretary of Labor George P. Shultz, and representatives of the Department of Health, Education, and Welfare.

Hearings continue Tuesday, October 21.

## Joint Committee Meetings

### GREAT PLAINS PROGRAM

*Conferees*, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of H.R. 10595, to extend the period for entering contracts under the Great Plains program for 10 years beginning in 1972.

### BILLS SIGNED BY THE PRESIDENT

#### New Law

(For last listing of public laws, see DIGEST, p. D934, October 13, 1969)

S. 2068, to amend the Labor-Management Relations Act of 1947 to permit employer contributions to trust funds for establishment of child day-care centers. Signed October 14, 1969 (P.L. 91-86).

S.J. Res. 46, authorizing President to designate the period of November 16-22, 1969, as "National Family Health Week." Signed October 15, 1969 (P.L. 91-87).

### CONGRESSIONAL PROGRAM AHEAD

#### Week of October 20-25

(Committee meetings are open unless otherwise indicated)

#### Senate Chamber

On Monday Senate will continue consideration of S. 1508, judges' retirement.

#### Senate Committees

*Committee on Agriculture and Forestry*: October 21, Subcommittee on Soil Conservation and Forestry, on S. 1832, proposed National Timber Supply Act, 10 a.m., 324 Old Senate Office Building.

*Committee on Appropriations*: October 21 and 22, subcommittee, to continue hearings on H.R. 13111, fiscal 1970 appropriations for the Departments of Labor and Health, Education, and Welfare, to hear Charles Johnson, Administrator, Consumer Protection and Environmental Health Services, Health, Education, and Welfare, 10 a.m., room S-128, Capitol.

*Committee on Banking and Currency*: October 22, executive, on H.R. 2, to establish a National Credit Union Administration; S. 2577, to provide additional mortgage credit; and S. 823, fair credit reporting, 10 a.m., 5302 New Senate Office Building.

*Committee on Commerce*: October 21-23, Communications Subcommittee, to hold hearings on S. 2876, to amend the Communications Act with regard to political broadcasting, Tuesday at 2 p.m., and Wednesday and Thursday at 10 a.m., 1224 New Senate Office Building.

October 23, Merchant Marine Subcommittee, to hold hearings

on S. 1915, authorizing funds to institute a new Merchant Marine program, 10 a.m., 5110 New Senate Office Building.

*Committee on Finance*: October 20-24, to continue executive consideration of H.R. 13270, proposed Tax Reform Act of 1969, 10 a.m., 2219 New Senate Office Building.

*Committee on Government Operations*: October 22-24, Permanent Subcommittee on Investigations, to resume hearings on alleged mismanagement of military service clubs, to hear Gen. Carl C. Turner, and others, 10 a.m., 3302 New Senate Office Building.

*Committee on Interior and Insular Affairs*: October 21, full committee, executive, on committee business, 10 a.m., 3112 New Senate Office Building.

October 24, Public Lands Subcommittee, on S. 934, land conveyance to Anchorage, Alaska, 10 a.m., 3110 New Senate Office Building.

*Committee on the Judiciary*: October 20, Juvenile Delinquency Subcommittee, to resume hearings on pending bills designed to control the drug problem, 9 a.m., 318 Old Senate Office Building.

*Committee on Labor and Public Welfare*: October 20, Subcommittee on Health, on S. 2809, extending authority for making grants to schools for public health programs, 10 a.m., 4232 New Senate Office Building.

October 21 and 22, Subcommittee on Health, on S. 2660, authorizing funds to extend the Migrant Health Act, 10 a.m., 4232 New Senate Office Building.

*Committee on Post Office and Civil Service*: October 20 and 21, to resume hearings on proposed postal modernization, to receive testimony on the aspects of transportation and rate-setting authority, 10 a.m., 6202 New Senate Office Building.

*Committee on Public Works*: October 23, executive, to consider S. 1442, to regulate advertising along interstate highways; pending public building prospectuses and watershed projects; and other business, 10 a.m., 4110 New Senate Office Building.

### Joint Committee Meetings

*Joint Economic Committee*: October 22 and 23, Subcommittee on Fiscal Policy, to resume hearings on "The Federal Budget, Inflation, and Full Employment, 1970-75," Wednesday to hear Secretary of Agriculture Hardin, and others, 10 a.m., room S-407, Capitol.

*Conferees*: October 21, executive, on S. 1072, authorizing funds for Appalachian and other regional development, 2 p.m., room H-403, Capitol.

*Conferees*: October 21, executive on S. 1075, National Environmental Policy Act, 2:30 p.m., room EF-100, Capitol.

### House Chamber

*Monday*, call of the Consent Calendar, and the following two Suspensions:

1. H.R. 14030, to extend the authority to transfer peanut acreage allotments; and
2. H.R. 14195, Federal Contested Election Act.

*Tuesday and balance of week*, call of the Private Calendar:

H.R. 13827, Housing and Urban Development Act of 1969 (open rule, 3 hours of debate);

H.R. 13950, Federal Coal Mine Health and Safety Act of 1969 (open rule, 3 hours of debate); and

H.R. 14001, Selective Service Amendment Act of 1969 (subject to a rule being granted).

NOTE.—Conference reports may be brought up at any time. Any further program will be announced later.







Oct. 21, 1969

9. ROADS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 11609, to amend the Act of September 9, 1963, authorizing the construction of an entrance road at Great Smoky Mountains National Park in N. C. p. D965
10. LAND-GRANT STATUS. The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 1148, to provide land-grant status for the College of the Virgin Islands and the University of Guam. p. D965
11. HEALTH GRANTS. Received from HEW a proposed bill to extend for an additional period the authority to make formula grants to schools of public health; to Labor and Public Welfare Committee. p. S12838
12. BANKING. Sen. Proxmire expressed concern over "reports that the President might seek to implement a far reaching reorganization of the banking agencies through the Reorganization Act\* procedures." pp. S12841-7
13. WATER FACILITIES; SEWER SYSTEMS. Sen. Symington spoke on the need for more rural water and sewer facilities and commended FHA and rural electric cooperatives for their contributions to this need. pp. S12851-2
14. AGING. Sen. Hartke spoke on the problems of the rural aged such as extreme isolation, inadequate diets, ramshackle housing, and infrequent medical treatment. p. S12852
15. RESEARCH. Rep. Griffin commended the Administration's "five-point program to improve and expand marine research." pp. S12860-2
16. EDUCATION. Sen. Murphy inserted a constituent's letter endorsing his proposed legislation on urban and rural education. pp. S12862-3
17. PESTICIDES. Sen. Nelson inserted a press release on the "pesticides peril." p. S12869  
Sen. Nelson inserted an article "High Concentrations of DDT Found in Northern Canada's Polar Bears." pp. S12876-7  
Sen. Nelson inserted several articles discussing the "world food crisis." pp. S12881-5  
Sen. Nelson inserted an editorial, "Pollution Revolt," which commends Rep. Obey in his work for appropriations for water pollution control. p. S12892

HOUSE

18. CHILD PROTECTION; HAZARDOUS SUBSTANCES. Received the conference report on S. 1689, the proposed Child Protection and Toy Safety bill of 1969 (H. rept. 91-581). pp. H9737-39, H9828
19. GREAT PLAINS. Received the conference report on H. R. 10595, to extend the Great Plains conservation program (H. Rept. No. 91-584). pp. H9826-7, H9828

20. CLEAN AIR. Conferees were appointed on S. 2276, to extend the Clean Air Act.  
p. H9740
21. APPALACHIA. Conferees agreed to file report on S. 1072, the Appalachia regional development authorization bill. p. D967
22. SELECTIVE SERVICE. The Rules committee reported a resolution for consideration of H. R. 14001, the bill to modify the selective service system. p. H9828
23. TRANSPORTATION. Received from Transportation Department, a draft bill to authorize and foster joint rates for international transportation of property, to facilitate the transportation of such property. p. H9827
24. HOUSING. Adopted a resolution for consideration of and concluded general debate on H. R. 13827, the housing and urban development bill. pp. H9740-64
25. REVENUE SHARING. Rep. Nelsen called for support of the Administration's proposed revenue-sharing plan. p. H9766
26. HORSES. Rep. Kuy Kendall deplored the practice of horse soring, and praised his State's attempts to curtail the problem. pp. H9771-2
27. ENVIRONMENT. Rep. Saylor inserted an article "Law and Environment" - Part IV.  
p. H9825

#### EXTENSIONS OF REMARKS

28. LIVESTOCK; MEAT PRICES. Rep. Andrews, N. Dak., spoke on how livestock processing cost hikes adversely affect both consumers and farmers. pp. E8664-5  
Rep. Collins inserted a newspaper list of Sept. 17, 1951 ceiling meat prices compared to present prices. p. E8669

#### BILLS INTRODUCED

29. FOREST FIRES. H. R. 14441 by Rep. Johnson, to provide a method for paying cost of fires caused without negligence in connection with national forest timber sales operations; to the Agriculture Committee.
30. AGRICULTURAL CREDIT CORPS. H. R. 14445 by Rep. Nelsen, to amend the internal Revenue Code of 1954 with respect to the additions to the reserves for bad debts of certain agricultural and livestock credit corporations; to the Ways and Means Committee.
31. BOUNDARY FENCE. H. R. 14446 by Rep. White, to provide for the construction and maintenance of a fence near the international boundary between the United States and Mexico in the city of El Paso, Tex.; to the Ways and Means Committee.
32. TIMBER. H. R. 14427 by Rep. Fulton, to provide for the more efficient development and improved management of national forest commercial forest land, to establish a high timber yield fund; to the Agriculture Committee.

## GREAT PLAINS PROGRAM EXTENSION

OCTOBER 21, 1969.—Ordered to be printed

MR. POAGE, from the committee of conference,  
submitted the following

### CONFERENCE REPORT

[To accompany H.R. 10595]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 10595) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate to the text of the bill and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following: *That section 16(b)(1) of the Soil Conservation and Domestic Allotment Act, as amended, is amended to read as follows:*

*"(1) the Secretary is authorized, within the amounts of such appropriations as may be provided therefor, to enter into contracts of not to exceed ten years with owners and operators of land in the Great Plains area having such control as the Secretary determines to be needed of the farms, ranches, or other lands covered thereby; but such contracts shall be entered into with respect to lands, other than farms or ranches, only where erosion is so serious as to make such contracts necessary for the protection of farm or ranch lands. Such contracts shall be designed to assist farm, ranch, or other land owners or operators to make, in orderly progression over a period of years, changes in their cropping systems or land uses which are needed to conserve, develop, protect, and utilize the soil and water resources of their farms, ranches, and other lands and to install the soil and water conservation measures and carry out the practices needed under such changed systems and uses. Such contracts may be entered into during the period ending not later than December 31, 1981, with respect to farms, ranches, and other lands in counties*



in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming, designated by the Secretary as susceptible to serious wind erosion by reason of their soil types, terrain, and climatic and other factors. The land owner or operator shall furnish to the Secretary a plan of farming operations or land use which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which such land is located, and which outlines a schedule of proposed changes in cropping systems or land use and of the conservation measures which are to be carried out on the farm, ranch, or other land during the contract period to protect the farm, ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures for (a) enhancing fish and wildlife and recreation resources, (b) promoting the economic use of land, and (c) reducing or controlling agricultural related pollution. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the land owner or operator shall agree—

“(i) to effectuate the plan for his farm, ranch, or other land substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified by the Secretary pursuant to paragraph (3) of this subsection;

“(ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the land if the Secretary, after considering the recommendations of the soil and water conservation district board, determines that such violation is of such a nature as to warrant termination of the contract, or to make refunds or accept such payment adjustments as the Secretary may deem appropriate if he determines that the violation by the owner or operator does not warrant termination of the contract;

“(iii) upon transfer of his right and interest in the farm, ranch, or other land during the contract period to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder unless the transferee of any such land agrees with the Secretary to assume all obligations of the contract;

“(iv) not to adopt any practice specified by the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

“(v) to such additional provisions as the Secretary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program.

*In return for such agreement by the landowner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost (including labor) to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract;"*

**SEC. 2.** *Section 16(b)(2) of said Act is amended to read:*

*"(2) The Secretary may terminate any contract with a land owner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary;"*

**SEC. 3.** *Section 16(b)(7) of said Act is amended, to read:*

*"(7) there is hereby authorized to be appropriated, without fiscal year limitations, such sums as may be necessary to carry out this subsection: Provided, That the total cost of the program (excluding administrative costs) shall not exceed \$300,000,000 and for any program year payments shall not exceed \$25,000,000. The funds made available for the program under this subsection may be expended without regard to the maximum payment limitation and small payment increases required under section 8(e) of this Act, and may be distributed among States without regard to distribution of funds formulas of section 15 of this Act. The program authorized under this subsection shall be in addition to, and not in substitution of, other programs in such area authorized by this or any other Act."*

*And the Senate agree to the same.*

*That the House recede from its amendment to the title of the bill and agree to the same.*

W. R. POAGE,  
FRANK A. STUBBLEFIELD,  
GRAHAM PURCELL,  
PAGE BELCHER,  
CHARLES M. TEAGUE,  
*Managers on the Part of the House.*

JAMES O. EASTLAND,  
SPESSARD L. HOLLAND,  
B. EVERETT JORDAN,  
GEORGE D. AIKEN,  
HENRY BELLMON,  
*Managers on the Part of the Senate.*

## STATEMENT OF MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses to the amendment of the Senate to the bill (H.R. 10595) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report.

The differences between the House bill and the Senate amendment and how those differences were reconciled in the conference are as follows:

(1) The Senate amendment included specific language to give the Secretary more flexibility in entering into contracts where customary control is through annual leasing. Both the reports from the U.S. Department of Agriculture and the House Committee on Agriculture had stated this as a purpose of the legislation. The House conferees accepted this Senate amendment.

(2) The Senate amendment also included specific language to limit the Secretary's contract authority on land units that are not generally considered as farms or ranches to instances where erosion control is necessary. Both the reports from the U.S. Department of Agriculture and the House Committee on Agriculture had stated this as a purpose of the legislation. The House conferees accepted this Senate amendment also.

(3) The Senate amendment retained the \$150 million authorization in present law which excludes administrative costs and runs through December 31, 1971. The Senate amendment also authorized an additional \$250 million for the 10-year period ending December 31, 1981, but included administrative costs within this authorization. The House bill carried a total authorization of \$300 million for the Great Plains program through calendar year 1981 and excluded all administrative costs from this authorization.

The net effect of the Senate amendment was to authorize some \$25 to \$37.5 million more for cost sharing than the House version. Since the authorized expenditures under the present law must be subtracted from the \$300 million authorization provided in the House bill, the House version, even though excluding administrative costs, provided a smaller authorization during the next 12 years than the Senate amendment. The conference committee accepted the House language in regard to both the authorization and the exclusion of administrative costs.

(4) There were several typographical and clerical changes in the Senate amendment which were accepted by the House conferees.

(5) The Senate amendment changed the title of the bill so as to amend section 16(b) of the Soil Conservation and Domestic Allotment Act. The title of the House bill provided for the amendment of the



act of August 7, 1956 (70 Stat. 1115), the original statute enacting the Great Plains program. The House conferees accepted this Senate amendment.

W. R. POAGE,  
FRANK A. STUBBLEFIELD,  
GRAHAM PURCELL,  
PAGE BELCHER,  
CHARLES M. TEAGUE,  
*Managers on the Part of the House.*

○



duct the research, has full opportunity to participate in it and has access to all the data obtained and samples collected, and provided that the research does not deleteriously affect marine resources or other uses of the sea.

5. Greatly intensified international cooperation and coordination in all peaceful uses of the ocean is needed to encourage and advance beneficial exploitation of marine resources and technological developments for this purpose, to ensure the conservation and rational use of resources and to minimize interference among uses of different resources and among different uses of the same resource.

6. The military uses of the ocean floor shall be as limited as practicable; in particular, no nuclear weapons shall be planted on it.

Agreement on these principles and on creation of an international regime to secure them depends largely, although by no means entirely, on the U.S. It is to be hoped that our government and people will be far-sighted enough to see that their own long-range interests lie in a generous approach to the new age of the oceans.

#### SERIES ON "LAW AND ENVIRONMENT"—PART IV

(Mr. SAYLOR asked and was given permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. SAYLOR. Mr. Speaker, the fourth article in the Christian Science Monitor series on law and environment approaches the subject from yet another perspective. Having pointed out some of the legal problems, tactics, and strategies, and some of the deep constitutional issues involved, the focus in the current article is on legal manpower. Legal solutions to environmental problems will not come without trained lawyers. The article underscores the poignant fact that too few of the Nation's legal minds are concerned with conservation. Potential short-term remedies to this situation were suggested at the recent Arlie House conference sponsored by the Conservation Foundation and the Conservation and Research Foundation, but the long-range problem is one of training and that probably means a significant shifting of focus in law school curriculums.

Perhaps this is the first time in legal history where the opportunity to develop a new law specialty was known prior to the time of the full development of what can be called the body of law in the subject. As the previous series articles have clearly shown, there is no legal corpus on environmental problems. With pressure from the law schools combined with pressure from the public, the drive for such a collection would be increased, thereby advancing the time when the public can be assured of full legal protection of the Nation's natural heritage.

The article follows:

#### CONSERVATIONISTS HAMPERED BY LACK OF LAWYERS

(By Robert Cahn)

WASHINGTON.—The public interest is rarely as ably represented legally in environmental issues as are the private interests, Dr. Charles H. W. Foster told the first Conference on Law and the Environment.

Dr. Foster was reporting the results of a survey he had conducted among leaders of conservation groups and public officials. The

causes were not hard to pinpoint: Lack of financial resources by citizens or conservation groups to hire experienced lawyers; a scarcity of lawyers with experience in environmental cases, even when funds are available.

Thus, while the conservation movement has never been healthier, and is loaded with citizen volunteers, it is at a decided disadvantage in the often protracted, time-consuming legal battles the conservationists seek to initiate against encroachments from private and public developers and polluters.

#### NEW FRONTIER IN LAW

This situation and what to do about it was one of the principal topics of the recent two-day conference at Warrenton, Va., sponsored by the Conservation Foundation of Washington, D.C., and the Conservation and Research Foundation of New London, Conn.

It is difficult for an individual lawyer to specialize exclusively in the comparatively new field of environmental law, and still make a living, conference participants agreed.

Yet unless the lawyer does specialize, he is severely handicapped in this complicated area in which most of the precedents are on the side of the development interests. And the large law firms, financially capable of subsidizing experts in environmental law, are often unwilling to do so because they depend upon the fees of clients whose interests may conflict with defenders of the environment.

#### PUBLIC-DEFENDER PLAN EYED

One answer to this situation, lawyers at the conference suggested, would be to establish a system of environmental public defenders organized along the lines of groups operating in the civil-rights field such as the American Civil Liberties Union and the Legal Defense Fund of the National Association for the Advancement of Colored People.

Such a system might be coordinated by a national nonprofit legal environmental institute capable of conducting research and carrying out litigation.

No prospect of such a system is in sight.

Comments Mrs. Gladys Kessler, member of a small, new law firm in Washington: "We cannot even get adequate public defenders in the field of criminal law. In environmental law, it is a million years away."

In the meantime, however, there is encouraging evidence that some environmental legal service needs are being provided to the public.

Most of the lawyers and law professors at the conference are donating a good share of their time to public-interest cases, or working for far less than usual fees.

#### FIRM DONATES TIME

The firm of which Mrs. Kessler is a member—Berlin, Roisman & Kessler—is dedicated primarily to environmental and consumer interests, and all three of the young partners took part in the conference. So did Ralph Nader, who devotes almost all of his time to the public interest in fighting for consumer and environmental issues.

A conference observer was Bruce Montgomery of the prestigious Washington firm of Arnold & Porter. The firm is allowing Mr. Montgomery to spend all of his time for a year in an experimental effort to organize, institute, and stimulate larger involvement in pro bono publico (for the public good) work in the fields of poverty law, civil rights, and the environment.

#### CLIENT IMMUNITY REQUIRED

Mr. Montgomery says he has the right to draw on up to 15 percent of the time of any or all of the 65 members of Arnold & Porter for pro bono work, which is essentially without charge to the clients.

Mr. Montgomery admitted that environment related pro bono work would necessarily have to exclude the firm's clients. And

it also might be difficult or impossible to bring an environmental case against a company involved in the same business as an Arnold & Porter client, because it might establish a precedent which could later affect that client.

Mrs. Ann Louise Strong, director of the Institute for Environmental Studies at the University of Pennsylvania in Philadelphia, said she had run into the same problem when trying to get Philadelphia firms involved in pro bono environmental litigation.

"A major firm agreed to release time of their people for environmental cases," Mrs. Strong said. "The first two situations we brought them were in airport location and stream pollution. They said that clients were involved in both. Then they said: 'Find something that won't be controversial.'"

Another pioneer in the field is the Environmental Defense Fund, a nonprofit group of scientists and attorneys based in Stony Brook, N.Y. The group hires counsel to pursue scientific objectives. It has been a leader in the fight to ban DDT.

#### STUDY PROGRAM PROPOSED

James Moorman left his legal work with the Department of Justice this year to become the environmental attorney for the Center for Law and Social Policy, a nonprofit educational organization established in Washington. The center seeks to handle cases in which clients cannot afford counsel.

A large new area of opportunity lies in development of environmental programs in more of the nation's law schools, the conference was told by Daniel Tarlock, professor of law at Indiana University. Student interest in the environmental area is on the rise, he said. But law schools have been slow to establish necessary curriculum reform.

"In most law schools, the compulsory courses are those required to pass the bar exam: tax law, corporation law, accounting, modern real estate, contracts," says Malcolm Baldwin of the Conservation Foundation. "They are not as illustrative of social conflicts and relevant community needs as courses on environmental law."

#### AMERICA'S WORKING WOMEN

(Mr. GETTYS asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. GETTYS. Mr. Speaker, the Business and Professional Women's Clubs which are active in my district and in every congressional district in this country have been a potent force in improving opportunities available for working women and in bringing additional dignity and prestige to the roles which women play in business and industry and government.

These fine organizations have, along with many other worthwhile activities, supported with vigor and effectiveness responsible and significant legislative programs. And they have done much to provide stimulating associations and incentives for advancement for individual working women and to instill in them renewed pride in the usefulness of their occupations and professions.

During this National Business Women's Week, I think it fitting that we pay tribute to those women of America who now staff counters and desks and offices and laboratories and clinics and operating rooms in almost all possible careers. They are doing well and creditably a lot of hard, demanding, responsible jobs. And in the course of earning a livelihood and making their contribution of effi-



ciency and resourcefulness to their callings, they add a measure of feminine grace to the work-a-day world in which we men strive to keep up with them.

### OCCUPATIONAL SAFETY AND HEALTH ACT

(Mr. SANDMAN asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. SANDMAN. Mr. Speaker, it is ironic that while we work and pray for peace in Vietnam, more Americans have been killed on the job in the past 4 years than on those battlefields. Few know that occupational injuries kill more than 14,000 persons every year, disable another 2 million, and cost 250 million man-days of production.

Unless a catastrophe occurs, like the West Virginia coal mine disaster, no newsmen or TV cameras alert the Nation as its workers die, or are maimed, singly and alone. These industrial casualty lists go on year after year despite a half century of organized safety activity in industry, by unions, and in State and Federal Governments.

Pioneers in industry and elsewhere have taught us how to control most work hazards; how to prevent most accidents and injuries; yet the Nation's injury rate still rises. This can only mean that we have failed to apply universally the safety know-how we have.

Now the time has come for a comprehensive occupational safety and health act which will build on the experience and expertise we have so painfully acquired; which will utilize the resources of State and Federal agencies to research job health and safety problems; to develop and enforce National standards. President Nixon has presented such a bill to Congress. I earnestly urge its passage.

### CONFERENCE REPORT ON H.R. 10595, GREAT PLAINS CONSERVATION PROGRAM

Mr. POAGE submitted the following conference report and statement on the bill (H.R. 10595) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program:

CONFERENCE REPORT (H. REPT. No. 91-584)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 10595) to amend the act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate to the text of the bill and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following:

"That section 16(b)(1) of the Soil Conservation and Domestic Allotment Act, as amended, is amended to read as follows:

"(1) the Secretary is authorized, within the amounts of such appropriations as may be provided therefor, to enter into contracts of not to exceed ten years with owners and operators of land in the Great Plains area having such control as the Secretary de-

termines to be needed of the farms, ranches, or other lands covered thereby; but such contracts shall be entered into with respect to lands, other than farms or ranches, only where erosion is so serious as to make such contracts necessary for the protection of farm or ranch lands. Such contracts shall be designed to assist farm, ranch, or other land owners or operators to make, in orderly progression over a period of years, changes in their cropping systems or land uses which are needed to conserve, develop, protect, and utilize the soil and water resources of their farms, ranches, and other lands, and to install the soil and water conservation measures and carry out the practices needed under such changed systems and uses. Such contracts may be entered into during the period ending not later than December 31, 1981, with respect to farms, ranches, and other lands in counties in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming, designated by the Secretary as susceptible to serious wind erosion by reason of their soil types, terrain, and climatic and other factors. The land owner or operator shall furnish to the Secretary a plan of farming operations or land use which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which such land is located, and which outlines a schedule of proposed changes in cropping systems or land use and of the conservation measures which are to be carried out on the farm, ranch, or other land during the contract period to protect the farm, ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures for (a) enhancing fish and wildlife and recreation resources, (b) promoting the economic use of land, and (c) reducing or controlling agricultural related pollution. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the land owner or operator shall agree—

"(i) to effectuate the plan for his farm, ranch, or other land substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified by the Secretary pursuant to paragraph (3) of this subsection;

"(ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the land if the Secretary, after considering the recommendations of the soil and water conservation district board, determines that such violation is of such a nature as to warrant termination of the contract, or to make refunds or accept such payment adjustments as the Secretary may deem appropriate if he determines that the violation by the owner or operator does not warrant termination of the contract;

"(iii) upon transfer of his right and interest in the farm, ranch, or other land during the contract period to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder unless the transferee of any such land agrees with the Secretary to assume all obligations of the contract;

"(iv) not to adopt any practice specified by the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

"(v) to such additional provisions as the Secretary determines are desirable and in-

cludes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program.

"In return for such agreement by the landowner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost (including labor) to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract."

"Sec. 2. Section 16(b)(2) of said Act is amended to read:

"(2) the Secretary may terminate any contract with a land owner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary."

"Sec. 3. Section 16(b)(7) of said Act is amended, to read:

"(7) there is hereby authorized to be appropriated, without fiscal year limitations, such sums as may be necessary to carry out this subsection: *Provided*, That the total cost of the program (excluding administrative costs) shall not exceed \$300,000,000, and for any program year payments shall not exceed \$25,000,000. The funds made available for the program under this subsection may be expended without regard to the maximum payment limitation and small payment increases required under section 8(e) of this Act, and may be distributed among States without regard to distribution of funds formulas of section 15 of this Act. The program authorized under this subsection shall be in addition to, and not in substitution of, other programs in such area authorized by this or any other Act." and the Senate agree to the same.

That the House recede from its amendment to the title of the bill and agree to the same.

W. R. POAGE,  
FRANK A. STUBBLEFIELD,  
GRAHAM PURCELL,  
PAGE BELCHER,  
CHARLES M. TEAGUE,

*Managers on the Part of the House.*

JAMES O. EASTLAND,  
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GEORGE D. AIKEN,  
HENRY BELLMON,

*Managers on the Part of the Senate.*

### STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two houses to the amendment of the Senate to the bill (H.R. 10595) to amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report.

The differences between the House bill and the Senate amendment and how those differences were reconciled in the conference are as follows:

(1) The Senate amendment included specific language to give the Secretary more flexibility in entering into contracts where customary control is through annual leasing. Both the reports from the U.S. Department of Agriculture and the House Committee on Agriculture and stated this as a purpose of



the legislation. The House conferees accepted this Senate amendment.

(2) The Senate amendment also included specific language to limit the Secretary's contract authority on land units that are not generally considered as farms or ranches to instances where erosion control is necessary. Both the reports from the U.S. Department of Agriculture and the House Committee on Agriculture had stated this as a purpose of the legislation. The House conferees accepted this Senate amendment also.

(3) The Senate amendment retained the \$150 million authorization in present law which *excludes* administrative costs and runs through December 31, 1971. The Senate amendment also authorized an additional \$250 million for the 10-year period ending December 31, 1981, but *included* administrative costs within this authorization. The House bill carried a total authorization of \$300 million for the Great Plains program through calendar year 1981 and *excluded* all administrative costs from this authorization.

The net effect of the Senate amendment was to authorize some \$25 million to \$37.5 million more for cost-sharing than the House version. Since the authorized expenditures under the present law must be subtracted from the \$300 million authorization provided in the House bill, the House version, even though *excluding* administrative costs, provided a smaller authorization during the next 12 years than the Senate amendment. The Conference Committee accepted the House language in regard to both the authorization and the exclusion of administrative costs.

(4) There were several typographical and clerical changes in the Senate amendment which were accepted by the House conferees.

(5) The Senate amendment changed the title of the bill so as to amend Section 16(b) of the Soil Conservation and Domestic Allotment Act. The title of the House bill provided for the amendment of the Act of August 7, 1956 (70 Stat. 1115), the original statute enacting the Great Plains program. The House conferees accepted this Senate amendment.

W. R. POAGE,  
FRANK A. STUBBLEFIELD,  
GRAHAM PURCELL,  
PAGE BELCHER,  
CHARLES M. TEAGUE,

*Managers on the Part of the House.*

#### LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted to:

Mr. MAILLIARD, for the remainder of the week, on account of official business.

Mr. CORMAN, for Tuesday, October 21, on account of official business.

#### SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

Mr. BROWN of California, for 60 minutes, on October 23.

Mr. PATMAN, for 60 minutes, on October 21, and on October 22, for 60 minutes.

Mr. HECHLER of West Virginia, for 1 hour, today.

Mr. GROSS, for 30 minutes, today.

Mr. CONTE (at the request of Mr. LANDGREBE), for 20 minutes, today; to revise and extend his remarks and include extraneous matter.

(The following Members (at the request of Mr. PREYER of North Carolina),

to revise and extend their remarks and include extraneous matter:)

Mr. REUSS, for 30 minutes, today.

Mr. GONZALEZ, for 10 minutes, today.

Mr. RYAN, for 60 minutes, on November 14.

#### EXTENSIONS OF REMARKS

By unanimous consent, permission to revise and extend remarks was granted to:

Mr. SAYLOR.

Mr. ANNUNZIO (at the request of Mr. BARRETT) to extend his remarks in Committee of the Whole following Mr. BARRETT.

(The following Members (at the request of Mr. LANDGREBE) and to include extraneous matter:)

Mr. ROUDEBUSH.

Mr. BUTON.

Mr. MCKNEALLY in two instances.

Mr. WYMAN in two instances.

Mr. BROOMFIELD.

Mr. CHAMBERLAIN.

Mr. NELSEN.

Mr. BRAY in three instances.

Mr. ASHBROOK in two instances.

Mr. CONTE in two instances.

Mr. RHODES in five instances.

Mr. SCHWENGEL in two instances.

Mr. WOLD.

Mr. LANDGREBE.

Mr. KUYKENDALL.

Mr. CRAMER.

Mr. DUNCAN.

Mr. WYDLER.

Mr. ANDREWS of North Dakota.

Mrs. MAY.

Mr. HOGAN.

Mrs. DWYER.

Mr. SCOTT.

Mr. WIDNALL.

Mr. WYATT.

Mr. DERWINSKI in two instances.

(The following Members (at the request of Mr. PREYER of North Carolina) and to include extraneous matter:)

Mr. BOLAND.

Mr. GAYDOS in three instances.

Mrs. GRIFFITHS.

Mr. PEPPER.

Mr. DINGELL in three instances.

Mr. PURCELL.

Mr. MIKVA in six instances.

Mr. GONZALEZ in two instances.

Mr. MURPHY of New York.

Mr. TUNNEY.

Mr. LEGGETT.

Mrs. SULLIVAN in four instances.

Mr. RARICK in two instances.

Mr. NICHOLS in two instances.

Mr. THOMPSON of New Jersey in four instances.

Mr. KYROS.

Mr. EILBERG.

Mr. WILLIAM D. FORD in two instances.

Mr. KASTENMEIER in two instances.

Mr. OTTINGER.

Mr. HAGAN in two instances.

#### SENATE BILLS REFERRED

Bills of the Senate of the following titles were taken from the Speaker's table and, under the rule referred as follows:

S. 2264. An act to amend the Public Health Service Act to provide authorization for grants for communicable disease control and

vaccination assistance; to the Committee on Interstate and Foreign Commerce.

S. 2452. An act to amend section 211 of the Public Health Service Act to equalize the retirement benefits for commissioned officers of the Public Health Service with retirement benefits provided for other officers in the uniformed services; to the Committee on Interstate and Foreign Commerce.

#### SENATE ENROLLED BILLS SIGNED

The SPEAKER announced his signature to enrolled bills of the Senate of the following titles:

S. 74. An act to place in trust status certain lands on the Standing Rock Sioux Indian Reservation in North and South Dakota;

S. 775. An act to declare that the United States shall hold certain land in trust for the Three Affiliated Tribes of the Fort Berthold Reservation, North Dakota; and

S. 921. An act to declare that certain federally owned land is held by the United States in trust for the Cheyenne River Sioux Tribe of the Cheyenne River Indian Reservation.

#### BILLS PRESENTED TO THE PRESIDENT

Mr. FRIEDEL, from the Committee on House Administration, reported that that committee did on the following days present to the President, for his approval, bills of the House of the following titles:

On October 20, 1969:

H.R. 12781. An act making appropriations for the Department of the Interior and related agencies for the fiscal year ending June 30, 1970, and for other purposes; and

H.R. 13194. An act to authorize special allowances for lenders with respect to insured student loans under title IV-B of the Higher Education Act of 1965 when necessary in the light of economic conditions in order to assure that students will have reasonable access to such loans for financing their education, and to increase the authorizations for certain other student assistance programs.

On October 21, 1969:

H.R. 11039. An act to amend further the Peace Corps Act (75 Stat. 612), as amended.

#### ADJOURNMENT

Mr. PREYER of North Carolina. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 4 o'clock and 57 minutes p.m.) the House adjourned until tomorrow, Wednesday, October 22, 1969, at 12 o'clock noon.

#### EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

1268. A letter from the Secretary of Transportation, transmitting a draft of proposed legislation to authorize and foster joint rates for international transportation of property, to facilitate the transportation of such property, and for other purposes; to the Committee on Interstate and Foreign Commerce.

1269. A letter from the Executive Director, National Conference on Citizenship, transmitting the annual audit of the Conference for the fiscal year ended June 30, 1969, pursuant to the provisions of section 2, Public Law 88-504; to the Committee on the Judiciary.



1270. A letter from the Comptroller General of the United States, transmitting a report of a special review of the administration of aid to families with dependent children in New York City, conducted jointly by the Department of Health, Education, and Welfare and the New York State Department of Social Services; to the Committee on Ways and Means.

#### REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. STAGGERS: Committee of conference. Conference report on S. 1689 (Rept. No. 91-581). Ordered to be printed.

Mr. WAGGONNER: Committee on House Administration. H.R. 13949. A bill to provide certain equipment for use in the offices of Members, officers, and committees of the House of Representatives, and for other purposes (Rept. No. 91-582). Referred to the Committee of the Whole House on the State of the Union.

Mr. GALLAGHER: Committee on Foreign Affairs. House Concurrent Resolution 178. Concurrent resolution to express the sense of Congress on participation in the Ninth International Congress on High Speed Photography, to be held in Denver, Colo., in August 1970 (Rept. No. 91-583). Referred to the House Calendar.

Mr. POAGE: Committee of conference. Conference report on H.R. 10595 (Rept. No. 91-584). Ordered to be printed.

Mr. YOUNG: Committee on Rules. House Resolution 586. Resolution providing for the consideration of H.R. 14001, a bill to amend the Military Selective Service Act of 1967 to authorize modifications of the system of selecting persons for induction into the Armed Forces under this act (Rept. No. 91-585). Referred to the House Calendar.

Mr. SISK: Committee on Rules. House Resolution 587. Resolution providing for the consideration of H.R. 6778, a bill to amend the Bank Holding Company Act of 1956, and for other purposes (Rept. No. 91-586). Referred to the House Calendar.

#### PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. DERWINSKI:

H.R. 14425. A bill to provide for the issuance of a commemorative postage stamp in honor of the 1,000th anniversary of the birth of St. Stephen of Hungary; to the Committee on Post Office and Civil Service.

By Mr. SAYLOR:

H.R. 14426. A bill to provide additional penalties for the use of firearms in the commission of certain crimes of violence; to the Committee on the Judiciary.

By Mr. FULTON of Tennessee:

H.R. 14427. A bill to provide for the more efficient development and improved management of national forest commercial forest land, to establish a high timber yield fund, and for other purposes; to the Committee on Agriculture.

H.R. 14428. A bill to authorize the Federal National Mortgage Association to purchase conventional mortgages, and for other purposes; to the Committee on Banking and Currency.

H.R. 14429. A bill to increase the availability of guaranteed home loan financing for veterans and to increase the income of

the national service life insurance fund; to the Committee on Veterans' Affairs.

By Mr. GILBERT:

H.R. 14430. A bill to amend the Social Security Act to provide increases in benefits under the old-age, survivors, and disability insurance program, to provide health insurance benefits for the disabled, and for other purposes; to the Committee on Ways and Means.

By Mr. GILBERT (for himself, Mr.

ADAMS, Mr. ADDABBO, Mr. ANNUNZIO, Mr. BIAGGI, Mr. BRASCO, Mr. BURTON of California, Mr. BUTTON, Mr. BYRNE of Pennsylvania, Mr. CAREY, Mrs. CHISHOLM, Mr. CLARK, Mr. CONYERS, Mr. DENT, Mr. EDWARDS of California, Mr. FARBERSTEIN, Mr. FEIGHAN, Mr. FLOOD, Mr. GRAY, and Mrs. GREEN of Oregon):

H.R. 14431. A bill to amend the Social Security Act to provide increases in benefits under the old-age, survivors, and disability insurance program, to provide health insurance benefits for the disabled, and for other purposes; to the Committee on Ways and Means.

By Mr. GILBERT (for himself, Mr.

HALPERN, Mr. HECHLER of West Virginia, Mr. HICKS, Mr. HOWARD, Mr. KLUCZYNSKI, Mr. KOCH, Mr. LEGGETT, Mr. MADDEN, Mr. MATSUNAGA, Mr. MIKVA, Mr. O'KONSKI, Mr. OLSEN, Mr. O'NEILL of Massachusetts, Mr. PODELL, Mr. POWELL, Mr. PRICE of Illinois, Mr. PUCINSKI, Mr. REES, Mr. ROONEY of Pennsylvania, Mr. SCHEUER, Mr. TIERNAN, and Mr. TUNNEY):

H.R. 14432. A bill to amend the Social Security Act to provide increases in benefits under the old-age, survivors, and disability insurance program, to provide health insurance benefits for the disabled, and for other purposes; to the Committee on Ways and Means.

By Mr. KOCH:

H.R. 14433. A bill to provide long-term financing for expanded urban mass transportation programs, and for other purposes; to the Committee on Banking and Currency.

By Mr. NICHOLS:

H.R. 14434. A bill to provide a pension for veterans of World War I and their widows; to the Committee on Veterans' Affairs.

By Mr. RYAN:

H.R. 14435. A bill to amend section 236 of the National Housing Act and section 101 of the Housing and Urban Development Act of 1965 to reduce from 25 to 20 percent of the tenant's income the maximum rent which may be charged for a dwelling unit in a section 236 project or a dwelling unit qualifying for assistance under the rent supplement program; to the Committee on Banking and Currency.

By Mr. TEAGUE of Texas (by request):

H.R. 14436. A bill to amend title 38, United States Code, to provide special rates of dependency and indemnity compensation for widows of veterans who had certain service-connected disabilities, to provide a death gratuity for such widows, and for other purposes; to the Committee on Veterans' Affairs.

By Mr. YATRON:

H.R. 14437. A bill to amend title II of the Social Security Act to provide a 50-percent, across-the-board increase in monthly benefits thereunder, with the resulting benefit costs being borne equally by employers, employees, and the Federal Government; to the Committee on Ways and Means.

By Mr. BOLAND:

H.R. 14438. A bill to protect interstate and foreign commerce by prohibiting the movement in such commerce of horses which

are "sored," and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. CRAMER:

H.R. 14439. A bill to amend the Internal Revenue Code of 1954 to increase the penalties for the unlawful transportation of narcotic drugs and to make it unlawful to solicit the assistance of or use a person under the age of 18 in the unlawful trafficking of any such drug; to the Committee on Ways and Means.

By Mr. HASTINGS:

H.R. 14440. A bill to encourage the growth of international trade on a fair and equitable basis; to the Committee on Ways and Means.

By Mr. JOHNSON of California (for himself, Mr. DON H. CLAUSEN, Mr. WYATT, Mr. DELLENBACK, and Mr. SISK):

H.R. 14441. A bill to provide a method for paying costs of fires caused without negligence in connection with national forest timber sales operations; to the Committee on Agriculture.

By Mrs. MAY:

H.R. 14442. A bill to provide for payments on certain outstanding bonds or other obligations secured by lands acquired for Federal reclamation projects, and for other purposes; to the Committee on Interior and Insular Affairs.

By Mr. MELCHER:

H.R. 14443. A bill to amend the Tariff Act of 1930 so as to exempt certain private aircraft entering or departing from the United States and Canada at night or on Sunday or a holiday from provisions requiring payment to the United States for overtime services of customs officers and employees; to the Committee on Ways and Means.

By Mr. MILLER of Ohio:

H.R. 14444. A bill to encourage the growth of international trade on a fair and equitable basis; to the Committee on Ways and Means.

By Mr. NELSEN:

H.R. 14445. A bill to amend the Internal Revenue Code of 1954 with respect to the additions to the reserves for bad debts of certain agricultural and livestock credit corporations; to the Committee on Ways and Means.

By Mr. WHITE:

H.R. 14446. A bill to provide for the construction and maintenance of a fence near the international boundary between the United States and Mexico in the city of El Paso, Tex.; to the Committee on Ways and Means.

By Mr. CHARLES H. WILSON:

H.R. 14447. A bill to provide additional benefits for optometry officers of the uniformed services; to the Committee on Armed Services.

By Mr. ABERNETHY (for himself, Mr.

WAGGONER, Mr. DOWDY, Mr. HENDERSON, Mr. MONTGOMERY, Mr. BLANTON, Mr. GETTYS, Mr. GRIFFIN, Mr. ANDREWS of Alabama, Mr. McMILLAN, and Mr. NAGAN):

H. Con. Res. 420. Concurrent resolution expressing the sense of the Congress with respect to the revocation of the United Nations economic sanctions against Southern Rhodesia; to the Committee on Foreign Affairs.

By Mr. DE LA GARZA:

H. Con. Res. 421. Concurrent resolution urging the adoption of policies to offset the adverse effects of governmental restrictions upon the housing industry; to the Committee on Ways and Means.

By Mr. NICHOLS:

H. Con. Res. 422. Concurrent resolution urging the adoption of policies to offset the adverse effects of governmental monetary restrictions upon the housing industry; to the Committee on Ways and Means.







Nov. 5, 1969

SENATE

1. CREDIT. The Banking and Currency Committee reported with amendment S. 823, to enable consumers to protect themselves against arbitrary, erroneous, and malicious credit information (S. Rept. 91-517). p. S13740  
The Banking and Currency Committee reported with amendment H. R. 2, to amend the Federal Credit Union Act so as to provide for an independent Federal agency for the supervision of federally chartered credit unions (S. Rept. 91-518). p. S13740
2. APPALACHIA. Received and agreed to the conference report on S. 1072, to authorize funds to carry out the purposes of the Appalachian Regional Development Act of 1965, as amended, and title V of the Public Works and Economic Development Act of 1965, as amended (pp. S13755-62). Sen. Montoya stated the conference report contains three titles, which he explained as follows:

Title I extends and expands the activities of the Appalachian Regional Commission. The conferees approved a 2-fiscal year authorization of \$268,500,000 for all the programs conducted by the Appalachian Regional Commission, except the development highway system. Authority for the highway system was extended until June 30, 1973, and a new authorization of \$150 million was added.

Until title II, which deals with the five regional development commissions, the conference authorized \$275 million for the fiscal years 1970 and 1971, plus \$500,000 for planning grants to the Alaska Federal Field Committee.

For title III the conference report authorizes a 1-year extension of the grant programs under title I of the Economic Development Act at the present rate of \$500 million annually. It also increases by \$25 million for 1 year the funds authorized the Secretary of Commerce for technical assistance under title III of the existing law.

Therefore, Mr. President, the conference report provides an overall 2-fiscal year authorization for all the programs involved of \$1,219 million.

3. GREAT PLAINS. Received and agreed to the conference report on H. R. 10595, to amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program. p. S13785
4. APPROPRIATIONS. Passed with amendment H. R. 12964, the State, Justice, and Commerce, the Judiciary and related agencies appropriation bill, 1970 (pp. S13772-95). Senate conferees were appointed (p. S13795). House conferees have not been appointed.  
A subcommittee of the Appropriations Committee marked up and approved for full committee consideration H. R. 12307, 1970 appropriations for independent offices and HUD. p. D1027



# **DIGEST** of Congressional Proceedings.

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued November 6, 1969  
For actions of November 5, 1969  
91st-1st; No. 181

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HIGHLIGHTS: House passed measure to increase food stamp appropriation authorization. Senate agreed to conference report on Great Plains program bill. Senate agreed to conference report on Appalachian program bill. Senate committee voted to report peanut acreage allotments and marketing orders for apples bills. Senate committee voted to report cigarette advertising bill. Reps. Smith, Ia., and Purcell introduced and discussed egg inspection bill.



For those reasons I hope the Senate will agree to the amendment.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. MATHIAS. Mr. President, I thank the Senator from New York.

I ask unanimous consent that I may yield briefly to the distinguished chairman of the Committee on the Judiciary if that time will not come out of my time.

Mr. McCLELLAN. I will yield to the Senator from Mississippi.

#### THE GREAT PLAINS CONSERVATION PROGRAM—CONFERENCE REPORT

Mr. EASTLAND. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 10595) to amend the act of August 7, 1956, 70 Stat. 1115, as amended, providing for a Great Plains conservation program. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The assistant legislative clerk read the report.

(For conference report, see House proceedings of October 21, 1969, page H9826, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. EASTLAND. Mr. President, the differences between the House bill and Senate amendment are generally of a technical nature. The conference substitute adopts the Senate language, except in the case of fund limitations.

The House provided for an additional authorization of \$150 million—excluding administrative costs—while the Senate provided for an additional authorization of \$250 million—including administrative costs. Administrative costs account for 25 to 30 percent of total program costs, and when administrative costs at these levels are deducted from the total Senate authorization, the Senate amendment provided between \$25 and \$37.5 million more for cost sharing than the House version.

The Senate version also required that the \$25 million annual limit of expenditure include administrative expenses, while the House version excluded administrative expenses.

The fund limitations under both the Senate version and the House version are completely adequate, and the conference substitute therefore includes the lower House version.

Mr. President, I move the adoption of the conference report.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

priations for the Departments of State, Justice, and Commerce, the judiciary, and related agencies for the fiscal year ending June 30, 1970, and for other purposes.

The PRESIDING OFFICER. Who yields time?

Mr. MATHIAS. Mr. President, I yield 5 minutes to the Senator from Massachusetts.

#### FULL FUNDING FOR EEOC

Mr. BROOKE. Mr. President, the Civil Rights Act of 1964 was far more than a statement of purpose. In one of its most important and constructive steps, a Commission was created to provide administrative and legal relief to individuals and organizations involved in discriminatory suits. The Equal Employment Opportunity Commission was created in hope, and charged with a major responsibility and with authority to pursue its goals. It only lacked one thing—sufficient funds to hire the people to handle its load of cases. The promise was there, but through no fault of the Commission's, that promise was never fulfilled.

Three years after its inception, in 1968, the EEOC had a backlog of 1,675 cases. It had requested \$7.2 million, which would have permitted it to maintain a staff of 424 persons. Instead \$6.6 million was authorized, and 389 persons served on the staff.

Therefore, for fiscal 1969, the Commission requested \$13.1 million. This would have permitted the hiring of an additional 600 persons to handle a backlog which by June of this year totaled 2,556 cases. But the Congress authorized only \$8.7 million, and the EEOC had to function with a staff of only 579 persons. Now, the Commission has asked \$15.9 million for fiscal 1970. If this request is not granted, the Commission estimates it will have a backlog of 4,728 cases by June of 1970.

Mr. President, discrimination in employment is a fact. We do not like to admit it, but it exists, it is widespread, and it must be corrected.

In some cases, to be sure, employment opportunities are denied for reasons other than race or color or creed. Discrimination cannot be used as a catch-all excuse in such cases. It is the task of the EEOC—a task which it has performed admirably to date—to distinguish such cases and advise the parties concerned to the whether a court suit is justified. The Commission has in fact found that in a little over 50 percent of the cases brought to its attention there was no violation of the law.

In all too many cases, however, charges of discrimination are justified. In such cases justice must be done. And justice is not done when men and women are required to wait as much as 2 years just to find out from the Commission if they have a case, and may file suit in court.

It is not my purpose here today to discuss the problems of our entire judicial system. But one of the most significant findings of the Eisenhower Commission on the causes of violence has particular relevance here. According to the Commission's report, a major cause of the growing disrespect for law is the inordinate length of time required to secure punishment or redress. An individ-

ual may believe he has been unjustly denied the most basic right of all—the right to work. He takes his case to the EEOC and he expects aid will be granted within a reasonable time. If he is then told he must wait 2 years or more before being advised on whether he may file suit in court to seek redress, the ingredients of frustration and despair are readily at hand.

Frustration and despair need not be a part of the process. EEOC offers a systematic administrative process by which this most urgent problem can be handled. It can be handled efficiently, but only if sufficient funds are provided to do the job which Congress has defined.

Having recognized the immensity of this problem, both economically and morally, by enacting title VII of the Civil Rights Act of 1964 and establishing the Equal Employment Opportunity Commission, we must at long last give the full support to the enforcement procedures. The most constructive opportunity before us is immediately to restore the EEOC appropriation to the requested \$15.9 million. I, therefore, fully support the proposed amendment, and hope that my colleagues will also support it.

I thank the distinguished Senator from Maryland for yielding to me.

Mr. MATHIAS. Mr. President, I thank the very distinguished Senator from Massachusetts for his observations and for his support.

Mr. President, I now yield 5 minutes to the distinguished minority leader.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 5 minutes.

Mr. SCOTT. Mr. President, I thank the distinguished Senator from Maryland.

As its primary cosponsor, I welcome this opportunity to support the amendment of the distinguished Senator from Maryland (Mr. MATHIAS) to increase, to the full administration request, fiscal year 1970 funding for the Equal Employment Opportunity Commission. I do so both out of deep personal conviction, and in response to a letter which President Nixon sent to me only yesterday, again confirming his endorsement of this goal.

As you know, Mr. President, the House of Representatives, in passing the appropriations bill for the Departments of State, Justice, Commerce, the judiciary and related agencies, approved only \$11.5 million for the Commission. I feel strongly that the Commission must have the entire \$15,905,000 requested by the President in his budget message; anything less would be simply, and regretfully, inadequate. This amendment, to provide an additional \$4,405,000 to the Commission for fiscal year 1970, will accomplish the administration's request exactly.

Mr. President, the Equal Employment Opportunity Commission was created by title VII of the Civil Rights Act of 1964 as an instrument effectively to provide a means of recourse for those individuals who, historically, have been denied the economic aspirations which most of us take for granted. Title VII, which had broad bipartisan support, prohibits—in all aspects of employment—discrimination based on race, color, reli-

#### DEPARTMENTS OF STATE, JUSTICE, AND COMMERCE, THE JUDICIARY, AND RELATED AGENCIES APPROPRIATIONS, 1970

The Senate resumed the consideration of the bill (H.R. 12964) making appro-



gion, sex, or national origin. It authorizes the Commission to receive charges of discrimination and to attempt to resolve differences through the informal means of conciliation and persuasion.

Another important aspect of the Commission's activity has been its technical assistance program through which businesses may seek expert guidance in establishing equal employment personnel procedures.

Without sufficient funds, however, the Equal Employment Opportunity Commission can handle neither the complaints currently pending with it, nor can it usefully continue to serve those businesses which come to it voluntarily seeking assistance.

Unhappily, the Commission has been characterized, since its inception, by inadequate funding and by a rising backlog of cases. This backlog, which continues to grow daily, can be attributed directly to the fact that Congress has never given the Equal Employment Opportunity Commission the funds needed to do the job demanded of it. President Nixon and Congress have expressed the conviction that there must be jobs for all Americans who want to work. Now, with this amendment, we have the opportunity truly to achieve some real progress in this area.

Real progress, of course, demands a willingness to deal with the fact that the effectiveness of title VII is accordingly reduced each time an aggrieved party is forced to wait unnecessarily for relief. It is this situation which exists today, and toward which this amendment is specifically directed. I am informed reliably that over 4,000 cases are currently awaiting a decision by the EEOC, and that the average period of time now required for final disposition ranges from between 18 months to 2 full years. Obviously, a victim of employment discrimination cannot afford to wait for this period of time. A remedy that is not readily available is, at best, illusory. For the millions of our citizens who were given new hope by the enactment of title VII, the result can be only a return to the old feelings of frustration and despair. For the more than 15,000 persons who are expected to turn to the Commission for assistance in the current fiscal year alone, this situation is particularly discouraging.

What is really at issue in this amendment is a consideration that is basic to the quality of American life itself—the decent, self-respect that goes with the ability to secure a job commensurate with one's abilities. Few goals so deserving of high national priority can be pursued at such little cost and yet with such high possible return in contributions to the national well-being.

I am persuaded absolutely that there is compelling need for this amendment, and I urge, most sincerely, its immediate and favorable adoption.

I ask unanimous consent that President Nixon's personal letter of support be printed in the *Record*. I will not read the letter in full, other than to point out that the President fully and without reservation supports the restoration of the funds to the full budget amount and

has sent a copy of his letter to the distinguished majority leader.

I want to thank the distinguished Senator from Maryland for his courtesy in yielding to me.

There being no objection, the letter was ordered to be printed in the *Record*, as follows:

THE WHITE HOUSE,

Washington, D.C., November 4, 1969.

Hon. HUGH SCOTT,  
Minority Leader, U.S. Senate,  
Washington, D.C.

DEAR HUGH: This is in reference to the Equal Employment Opportunity Commission's appropriation for Fiscal Year 1970.

In my budget message transmitted to the Congress, I requested that the Commission be allowed a total of \$15,905,000 for its FY 1970 operations. The House reduced this figure to \$11.5 million, and the Senate Appropriations Committee has not seen fit to restore the cut.

I would be grateful for any action you might take on the Senate floor to obtain the full amount requested. The Equal Employment Opportunity Commission, while charged with fulfilling a heavy task, has since its inception been consistently underfunded. On the very day that it came into existence, the Commission had a backlog of over two thousand cases. During the last four years the backlog has steadily mounted, and now threatens to become unmanageable.

EEOC's mission is one particularly important to the nation's social prosperity. Title VII of the Civil Rights Act of 1964 guaranteed equal employment opportunity to all Americans, and that guarantee must not be allowed to lapse for lack of the relatively modest resources necessary to its implementation.

I am sending this same letter to the Majority Leader.

With warm regard,

RICHARD NIXON.

Mr. MATHIAS. Mr. President, I thank the distinguished minority leader for cosponsoring the amendment and for his support of it. I think that he has succinctly stated the grounds for granting this additional amount of money.

The President's letter, which the Senator has had printed in the *Record*, makes it perfectly clear again that what the President has stated is one of the keystones of this administration; namely, that we are not going to continue to follow, as in the past, the policy of overpromising and underfunding, but that we will say what we can do, and then we will do it. That is really what we are trying to do here in a common-sense, reasonable, and economical kind of way.

We have a problem. We have a solution. Now we have to find the means to achieve that solution.

I hope that the Senate will support the amendment.

Mr. SCOTT. Mr. President, at this time, if the Senator will yield further, I intend to suggest in a moment the absence of a quorum for the purpose of asking for the yeas and nays.

I make a point of order that a quorum is not present.

The PRESIDING OFFICER. On whose time?

Mr. SCOTT. On the time of the Senator from Maryland.

The PRESIDING OFFICER. The Senator from Maryland does not have enough time available.

Mr. SCOTT. Then I withdraw that request and respectfully ask unanimous consent that the time for the quorum be not taken from the time of either side.

The PRESIDING OFFICER. Is there objection?

The Chair hears none, and the clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. SCOTT. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. SCOTT. Mr. President, I ask for the yeas and nays on the amendment.

The yeas and nays were ordered.

Mr. SCOTT. Mr. President, may I inquire if there are any further requests for time?

Mr. MATHIAS. Yes, Mr. President. I yield myself 3 minutes, and I yield to the distinguished Senator from Michigan.

Mr. GRIFFIN. Mr. President, I thank the distinguished Senator from Maryland for yielding to me. I wish only to say that I heartily commend the Senator from Maryland for his leadership in presenting this amendment, an amendment which has the strong backing of the administration. It is in keeping with the budget. It is in the best interests of the Equal Employment Opportunity Commission, which is an agent that is performing excellent and valiant service in a field where we have great work to do.

I thank the Senator for yielding.

Mr. MATHIAS. I thank the Senator for his very kind remarks and for his support of this amendment.

Mr. President, I have no further requests for time.

The PRESIDING OFFICER. Does the Senator from Maryland yield back his time?

Mr. MATHIAS. I yield back my time.

Mr. McCLELLAN. Mr. President, I yield myself 5 minutes.

First, I want to say that the Appropriations Committee—first the subcommittee handling the bill, and then the full Appropriations Committee—weighed these items and requests very carefully. No motion was made and no request was made, either in the subcommittee or the full committee, to increase this item.

I think one of the reasons for that was that the Commission was created in 1964, under the Civil Rights Act of 1964. In that same year it was given \$2,250,000. In the next fiscal year the amount was increased to \$3,250,000. In 1967 the appropriation for it was increased to \$5,640,000. In 1969 it was increased to \$9,120,000.

The House, in looking at the figures, increased the amount in this year's appropriation bill to \$11,500,000.

That is a pretty substantial increase. Especially is that true when it provides for 85 new positions. With the 85 new positions provided for with the money in the bill now, together with 30 positions which are now unfilled and vacant, it means that there are 115 positions more than the Commission is operating with.

This increase in the amount of \$4,405,000, if granted, would be a total increase this year over last year of \$6,







Nov. 6, 1969

HOUSE

11. GREAT PLAINS. Agreed to the conference report on H. R. 10595, to continue the Great Plains program for a 10-year period at the same rate of funding as it has been funded in the past. This bill will now be sent to the President. p. H10684
12. FOREIGN AID. The Foreign Affairs Committee reported H. R. 14580 (a clean bill in lieu of H. R. 11792), the foreign aid bill (H. Rept. 91-611). p. H10713
13. TRANSPORTATION; USER FEES. Passed 337-6, with amendments H. R. 14465, to provide for the expansion and improvement of the Nation's airport and airway system, and provide for airport and airway user charges. pp. H10627-79
14. RESEARCH. Received and agreed to the conference report on H. R. 11271, the National Aeronautics and Space Administration authorization bill (H. Rept. 91-609) (pp. H10679-84). Permission to file and consider the report had been granted earlier (pp. H10626-7).
15. EMPLOYMENT; POVERTY. The Education and Labor Committee voted to report (but did not actually report) H. R. 12321, amended, to provide for the continuation of programs authorized under the Economic Opportunity Act of 1964. p. D1036
16. FARM LABOR. A subcommittee of the Interstate and Foreign Commerce Committee approved for full committee action a clean bill in lieu of H. R. 13432, to amend the Public Health Service Act to extend the program of assistance for health services for migrant agricultural workers, to provide assistance for health services for other seasonal agricultural workers. p. D1036
17. UNEMPLOYMENT. The Ways and Means Committee voted to report (but did not actually report) a clean bill, H. R. 14705, to amend the unemployment compensation laws (p. D1037). Permission to file the report by midnight Nov. 10, was granted (pp. H10624-5).
18. TEXTILE IMPORTS. Rep. Dorn discussed the relationship between the Japanese textile imports and the return of Okinawa to Japan. p. H10695
19. OPINION POLLS. Reps. Cleveland and Ford inserted the results of opinion polls which include items of interest to this Department. pp. H10704-6, pp. H10708-9
20. FHA; HOWARD BERTSCH. Reps. Poage and Albert paid tribute to former FHA Administrator Howard Bertsch, and expressed shock at his sudden death. p. H10622
21. LEGISLATIVE PROGRAM. Rep. Albert announced that the program for Wed., Nov. 12, is as follows: H. R. 2777, the Potato Research and promotion bill, and H.J. Res. 589, expressing the support of Congress for the International Biological Program, and for Thursday and the balance of the week, the military construction appropriation bill for 1970, and H. R. 14705, to extend and improve the Federal-State unemployment compensation program, subject to a rule being granted. The announcement included the usual reservation that conference reports may be brought up at any time. p. H10684



22. ADJOURNMENT. Both Houses agreed to H. Con. Res. 441, to provide that the House stand adjourned until noon, Wed., Nov. 12. pp. H10621, H10626, S13913-4

EXTENSION OF REMARKS

23. FOREIGN AID. Rep. Fraser supported the foreign aid program and inserted an article, "Aid: The Reason Why." pp. E9465-6
24. FARM PRICES. Rep. Zwach called attention to "the plight of the farmer and the low prices he is receiving for his product" and inserted an article, "Farmers Don't Have to Apologize." pp. E9466-7
25. OPINION POLL. Rep. Sebelius inserted the results of his questionnaire, including items of interest to this Department. pp. E9474-5
26. CREDIT; TRUTH IN LENDING. Rep. Sullivan commended the Federal Reserve Board for amending regulation Z under the Truth in Lending Act to meet specific specialized problems which have arisen in connection with disclosure for certain types of agricultural credit. pp. E9490-5
27. ECONOMICS. Rep. Conable inserted an article, "Leading Indicators: Warnings on the Economic Horizon." pp. E9437-9
28. FOOD STAMPS. Rep. Reid, N.Y., spoke in support of the increased food stamp authorization but regretted the committee was not more generous. p. E9441
29. RURAL AFFAIRS. Rep. Schadeberg congratulated the administration on its announced establishing of a Rural Affairs Council. p. E9449
30. BEEF IMPORTS; TEXTILE IMPORTS. Rep. Dorn inserted a newsletter to his constituents complaining about the high prices of beef and the threat of low-wage, foreign textile imports. pp. E9449-50
31. POLLUTION. Rep. Dingell inserted an article reporting on a new area of environmental hazard, "The Insidious Nature of Chemical Pollution." pp. E9450-52  
Sen. Symington inserted statements presented before a subcommittee of the Public Works Committee hearing in St. Louis on air and water pollution. pp. E9452-8  
Rep. Gaydos commended a group in his District who have organized the "Committee for the Abatement of Air Pollution" and pledged his support of their goals. p. E9469
32. EDUCATION; TAXATION. Rep. Ashbrooke discussed and inserted a paper, "Federal Assistance to Higher Education Through Income Tax Credits." pp. E9459-64

BILLS INTRODUCED

33. FARMS; INFORMATION. S. 3124 by Sen. Miller, to authorize the Smithsonian Institution to promote the development of living historical farms in the U. S.; to the Rules and Administration Committee. Remarks of author S13848.



House for authorization. The managers on the part of the House agreed to the Senate amendment because of the following constraints: First, the appropriations approved by the House, prior to passage of the authorization act by the House totaled \$3,696,983,000, or \$269,394,000 less than passed for authorization and \$18.4 million less than the authorization agreed to by the conferees; second, the report of the President's Space Task Group concerning the future of the Nation's space effort released subsequent to the House action on the fiscal year 1970 authorization bill, indicated that a reevaluation of space priorities appears to be in order; and third, the heavy demands on the Nation's resources for other programs dictate that economic restraints be exercised in the national space effort. The authorization was held to the level requested by the administration.

Mr. TEAGUE of Texas. Mr. Speaker, the Committee on Science and Astronautics, under the direction of our distinguished chairman, the gentleman from California (Mr. MILLER) has worked long and hard in analyzing and reporting to the House the NASA fiscal year 1970 authorization. This bill passed the House on June 10 without basic change. I consider this a vote of confidence in the leadership of our chairman (Mr. MILLER), our ranking minority member, the gentleman from Pennsylvania (Mr. FULTON) and all the members of the committee who have dedicated themselves to a thorough and searching review of the NASA program. It is important to note the action of the committee and the House in approving this bill largely anticipated the results and recommendations of the President's Space Task Group report released in September. It anticipated additional funding for continued lunar exploration following the Apollo 11 flight. It anticipated provision for funding for the continued procurement of long leadtime items for production of the Saturn V launch vehicle, the largest launch vehicle available to the free world. In addition to this, funds were added for the initiation of technology development as well as design studies for a space station and low cost space shuttle system necessary to a progressive and adequate space program in the 1970's. I commend all of my colleagues in the House who supported this authorization. In my view it was a statesman's approach to the future of our national space program.

The difference between the President's Space Task Group recommendations and the actions of the committee and the House largely involves differences in timing rather than emphasis and intent. The Space Task Group report endorses essentially the approach that the Committee on Science and Astronautics has taken in analyzing the future needs of our Nation in space. However, in the case of the space station and space shuttle the Task Group report has essentially recommended a later start than would have been accomplished by appropriation of funds equivalent to the authorization approved by the House.

In this period of increased demands upon Federal funds it is important, as we all know, to carefully analyze the stress and direction of not only our national space program but all of the vast area of essential tasks that must be performed through Federal initiative. The bill which has been returned to the House by the Senate is \$250,850,000 less than the House-passed version. The increase in funding was largely centered on starting development of a space station and space shuttle beyond the preliminary design level. Since a reasonable time table for this and other programs has been provided by NASA and the President's Space Task Group Report it is possible to accept the Senate level of authorization which equals the total amount requested by the administration. However, I believe it is important to point out that both the Committee on Science and Astronautics and the House have, by their previous actions, endorsed a vigorous and continuing national space program and that in the ensuing authorization for fiscal year 1971 it is incumbent upon NASA to assure that the general guidelines provided by the President's Space Task Group Report and the recommendations made and the actions taken by the committee and the House on fiscal year 1970 NASA authorization are fully considered and developed. Therefore, I view the acceptance of the Senate version of the NASA authorization bill as an opportunity for the executive branch and NASA to demonstrate their vigorous support for our national space program in the months ahead.

We face a crucial turning point in our national space program. As the Soviets have so well demonstrated within recent weeks, space is an arena in which we can ill afford to be second. As our Apollo program has well demonstrated the technological growth and economic well-being of our Nation is materially enhanced by a strong national space effort. The budget as provided for in the conference report represents an absolute minimum funding essential to maintain the critical technical skills, capabilities and teams of engineers, scientists and managers in industry and within NASA necessary to our future national space program. To do less would be a disservice to the Nation. To do more will be a necessity in the future.

Mr. FULTON of Pennsylvania. Mr. Speaker, will the gentleman yield?

Mr. MILLER of California. I yield to the gentleman from Pennsylvania.

(Mr. FULTON of Pennsylvania asked and was given permission to revise and extend his remarks.)

Mr. FULTON of Pennsylvania. Mr. Speaker, I would like to say to the House we have in here the same provisions on riots in educational institutions that were in the education bill and already law.

Second, we have cut \$327 million from the NASA authorization in the budget.

There are two points I would like to emphasize and stress particularly that I have insisted upon in the preparation of the statements of the managers on the part of the House. NASA requested a

total of \$1,691,100,000 for the Apollo program. The House committee increased this by \$75,700,000, noting the need to provide funds for Saturn V vehicle improvement and additional funds for lunar exploration and Apollo operations. The Senate approved the amount requested by NASA, \$1,691,100,000. The House receded and agreed to a reduction of \$75,700,000 in the Apollo program bringing the authorized total to \$1,691,100,000.

Although agreeing to the reduced funding level contained in the Senate amendment, the managers on the part of the House insisted that there is an urgent and continuing need to upgrade the Saturn V launch vehicle.

The House passed bill included \$32.1 million for these purposes. These funds added were intended to permit NASA to uprate the Saturn V hydrogen-oxygen engines, develop modification kits for increased reliability, and to simplify Saturn V operations.

At the present NASA in-house rate of effecting improvements to the Saturn V vehicle, and present funding constraints, a more effective and efficient vehicle will not be available until vehicle No. SA-518. If the \$32.1 million were made available improvements could be effected on vehicle No. SA-514 thereby achieving increased reliability at an early date.

The managers on the part of the House urge that NASA marshal its resources within available funds and pursue a vigorous program designed to uprate the Saturn V at the earliest possible date. This will prevent the freezing of the state of the art and bring about improved reliability and increase the margin of safety for our astronauts.

NASA requested \$22,850,000 for research in chemical propulsion. The House increased this amount by \$5,250,000 to be used primarily for research in large solid rocket booster technology. The Senate approved the requested budget figure. In conference, the House agreed to the NASA-requested level of \$22,850,000 as the authorized amount. However, the House conferees insisted upon emphasizing their continued concern that the chemical propulsion research area is not being funded at a level adequate to provide the technology required in the Nation's future space program. This is particularly true for the high strength steels needed for the large solid rocket motor and for high-energy rocket engine technology utilizing space-storable fuels, including tripropellants, such as lithium-fluorine-hydrogen and also high impulse boron fuels.

The House conferees, together with various Senate conferees, were in agreement on the need for the continued research and development of the large solid rocket motor. The House Science and Astronautics Committee has through the years strongly favored the continued research and development of the large solid rocket motor. The recent successful firings of this booster have shown excellent progress and confirm the judgment of the House in stressing this project. The Congress has specifically urged NASA over many years to complete this research effort leading to a more reliable



relatively inexpensive and economical first stage booster.

Mr. MILLER of California. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to.

A motion to reconsider was laid on the table.

#### GENERAL LEAVE

Mr. MILLER of California. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks on the conference report just passed.

The SPEAKER. Is there objection to the request of the gentleman from California?

There was no objection.

#### CONFERENCE REPORT ON H.R. 10595, GREAT PLAINS PROGRAMS EXTENSION

Mr. POAGE. Mr. Speaker, I call up the conference report on the bill (H.R. 10595) to amend the act of August 7, 1956, 70 Stat. 1115, as amended, providing for a Great Plains conservation program, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Texas?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of October 21, 1969).

Mr. POAGE. Mr. Speaker, this conference report simply works out the differences between the House and Senate on the Great Plains bill. It extends the Great Plains program for a 10-year period and continues it at the same rate of funding as it has been funded in the past. The differences between the House and Senate related to the method by which those payments should be made. We have continued the program, which is substantially today that which we have had in the past. We believe it is a good program and should be continued. Every Member on both sides joined in signing the report.

Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to.

A motion to reconsider was laid on the table.

#### PERMISSION FOR COMMITTEE ON FOREIGN AFFAIRS TO FILE REPORT ON H.R. 14580

Mr. MORGAN. Mr. Speaker, I ask unanimous consent that the Committee on Foreign Affairs have until midnight tonight to file a report on the bill H.R. 14580.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Pennsylvania?

Mr. EDWARDS of California. Mr. Speaker, reserving the right to object, I very respectfully ask the chairman of the committee does this have anything to do with the so-called Hayes-Wright resolution?

Mr. MORGAN. This is the foreign aid bill for fiscal year 1970.

Mr. EDWARDS of California. Is the Hayes-Wright resolution a portion of the bill?

Mr. MORGAN. No, it is not a portion of the bill.

Mr. EDWARDS of California. It is a separate resolution?

Mr. MORGAN. That is right.

Mr. EDWARDS of California. And it was reported out today?

Mr. MORGAN. That is correct.

The SPEAKER pro tempore (Mr. ALBERT). Is there objection to the request of the gentleman from Pennsylvania?

Mr. GROSS. Mr. Speaker, reserving the right to object—and I shall not object—if anything really needed to be objected to it is this and just simply kill it. That would be fine.

Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

#### LEGISLATIVE PROGRAM

(Mr. GERALD R. FORD asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. GERALD R. FORD. Mr. Speaker, I have requested this time for the purpose of asking the distinguished majority leader the program for the remainder of this week, if any, and the program for next week.

Mr. ALBERT. Mr. Speaker, will the gentleman yield?

Mr. GERALD R. FORD. I yield to the gentleman from Oklahoma.

Mr. ALBERT. Mr. Speaker, in response to the inquiry of the distinguished minority leader we have finished the business for the week. As the gentleman from Michigan knows, we have passed the adjournment resolution which is pending in the other body. We expect to hear from the other body shortly on that resolution and to adjourn over under the terms of the resolution until Wednesday next at 12 o'clock noon.

Mr. Speaker, the program for Wednesday is as follows:

H.R. 2777, the Potato Research and Promotion Act, under an open rule with 1 hour of general debate; and

House Joint Resolution 589, expressing the support of Congress for the International Biological Program, under an open rule with 1 hour of debate.

For Thursday and the balance of the week, the program is as follows:

The military construction appropriation bill for fiscal year 1970; and

H.R. 14705, to extend and improve the Federal-State unemployment compensation program, subject to a rule being granted.

This announcement is made subject to the usual reservation that conference re-

ports may be brought up at any time and that any further program may be announced later.

Mr. GERALD R. FORD. I thank the distinguished majority leader.

#### AUTHORIZING CLERK TO RECEIVE MESSAGES FROM THE SENATE AND THE SPEAKER TO SIGN ENROLLED BILLS AND JOINT RESOLUTIONS NOTWITHSTANDING ADJOURNMENT

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that notwithstanding the adjournment of the House until Wednesday, November 12, 1969, the Clerk be authorized to receive messages from the Senate and that the Speaker be authorized to sign any enrolled bills and joint resolutions passed by the two Houses and found truly enrolled.

The SPEAKER pro tempore (Mr. BURKE of Massachusetts). Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

#### DISPENSING WITH BUSINESS IN ORDER UNDER THE CALENDAR WEDNESDAY RULE ON WEDNESDAY NEXT

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that the business in order under the Calendar Wednesday rule on Wednesday, November 12, 1969, may be dispensed with.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

#### REMOVE NATIONAL DEFENSE RESEARCH FROM MIT

(Mr. ABERNETHY asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. ABERNETHY. Mr. Speaker, the news media last night and this morning carried ugly reports and photographs of riotous conduct by radicals protesting Defense Department research on the campus of the Massachusetts Institute of Technology. This was their second day of irresponsible conduct against national defense activity on the MIT campus. No doubt such will continue or at least arise again and again at intermittent intervals.

More than 200 police were called in to repel the protestors. The police were outfitted with helmets, riot batons, guns, tear-gas grenades, and dogs. Amid scuffles, pushing, and shoving, the protestors refused to heed orders from campus authorities and police. They were finally shoved down the street and away from the scene by antiriot squads.

The demonstrators are demanding immediate halt to the removal of the Pentagon projects from MIT structures and laboratories. Well, why not accommodate them? Removal will likewise accommodate the entire Nation.

I am informed, Mr. Speaker, that MIT received something over \$119 million worth of prime military contracts for









Public Law 91-118  
91st Congress, H. R. 10595  
November 18, 1969

## An Act

83 STAT. 194

To amend the Act of August 7, 1956 (70 Stat. 1115), as amended, providing for a Great Plains conservation program.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That section 16(b) (1) of the Soil Conservation and Domestic Allotment Act, as amended, is amended to read as follows:

“(1) the Secretary is authorized, within the amounts of such appropriations as may be provided therefor, to enter into contracts of not to exceed ten years with owners and operators of land in the Great Plains area having such control as the Secretary determines to be needed of the farms, ranches, or other lands covered thereby; but such contracts shall be entered into with respect to lands, other than farms or ranches, only where erosion is so serious as to make such contracts necessary for the protection of farm or ranch lands. Such contracts shall be designed to assist farm, ranch, or other land owners or operators to make, in orderly progression over a period of years, changes in their cropping systems or land uses which are needed to conserve, develop, protect, and utilize the soil and water resources of their farms, ranches, and other lands and to install the soil and water conservation measures and carry out the practices needed under such changed systems and uses. Such contracts may be entered into during the period ending not later than December 31, 1981, with respect to farms, ranches, and other lands in counties in the Great Plains area of the States of Colorado, Kansas, Montana, Nebraska, New Mexico, North Dakota, Oklahoma, South Dakota, Texas, and Wyoming, designated by the Secretary as susceptible to serious wind erosion by reason of their soil types, terrain, and climatic and other factors. The land owner or operator shall furnish to the Secretary a plan of farming operations or land use which incorporates such soil and water conservation practices and principles as may be determined by him to be practicable for maximum mitigation of climatic hazards of the area in which such land is located, and which outlines a schedule of proposed changes in cropping systems or land use and of the conservation measures which are to be carried out on the farm, ranch, or other land during the contract period to protect the farm, ranch, or other land from erosion and deterioration by natural causes. Such plan may also include practices and measures for (a) enhancing fish and wildlife and recreation resources, (b) promoting the economic use of land, and (c) reducing or controlling agricultural related pollution. Inclusion in the farm plan of these practices shall be the exclusive decision of the land owner or operator. Approved conservation plans of land owners and operators developed in cooperation with the soil and water conservation district in which their lands are situated shall form a basis for contracts. Under the contract the land owner or operator shall agree—

“(i) to effectuate the plan for his farm, ranch, or other land substantially in accordance with the schedule outlined therein unless any requirement thereof is waived or modified by the Secretary pursuant to paragraph (3) of this subsection;

“(ii) to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder upon his violation of the contract at any stage during the time he has control of the land if the Secretary, after considering the recommendations

Soil Conservation and Domestic Allotment Act, amendment.  
70 Stat. 1115.  
16 USC 590p.  
Great Plains conservation program.



of the soil and water conservation district board, determines that such violation is of such a nature as to warrant termination of the contract, or to make refunds or accept such payment adjustments as the Secretary may deem appropriate if he determines that the violation by the owner or operator does not warrant termination of the contract;

"(iii) upon transfer of his right and interest in the farm, ranch, or other land during the contract period to forfeit all rights to further payments or grants under the contract and refund to the United States all payments or grants received thereunder unless the transferee of any such land agrees with the Secretary to assume all obligations of the contract;

"(iv) not to adopt any practice specified by the Secretary in the contract as a practice which would tend to defeat the purposes of the contract;

"(v) to such additional provisions as the Secretary determines are desirable and includes in the contract to effectuate the purposes of the program or to facilitate the practical administration of the program.

Cost sharing.

"In return for such agreement by the landowner or operator the Secretary shall agree to share the cost of carrying out those conservation practices and measures set forth in the contract for which he determines that cost sharing is appropriate and in the public interest. The portion of such cost (including labor) to be shared shall be that part which the Secretary determines is necessary and appropriate to effectuate the physical installation of the conservation practices and measures under the contract;"

Termination  
of contract.  
70 Stat. 1116.  
16 USC 590p.

SEC. 2. Section 16(b) (2) of said Act is amended to read:

"(2) the Secretary may terminate any contract with a land owner or operator by mutual agreement with the owner or operator if the Secretary determines that such termination would be in the public interest, and may agree to such modification of contracts previously entered into as he may determine to be desirable to carry out the purposes of the program or facilitate the practical administration thereof or to accomplish equitable treatment with respect to other similar conservation, land use, or commodity programs administered by the Secretary;"

Appropriation. SEC. 3. Section 16(b) (7) of said Act is amended, to read:

"(7) there is hereby authorized to be appropriated, without fiscal year limitations, such sums as may be necessary to carry out this subsection: *Provided*, That the total cost of the program (excluding administrative costs) shall not exceed \$300,000,000, and for any program year payments shall not exceed \$25,000,000. The funds made available for the program under this subsection may be expended without regard to the maximum payment limitation and small payment increases required under section 8(e) of this Act, and may be distributed among States without regard to

52 Stat. 34.  
16 USC 590h.

distribution of funds formulas of section 15 of this Act. The program authorized under this subsection shall be in addition to, and not in substitution of, other programs in such area authorized by this or any other Act."

49 Stat. 1151;  
52 Stat. 35;  
68 Stat. 908.  
16 USC 590o.

Approved November 18, 1969.

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LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 91-212 (Comm. on Agriculture) and  
No. 91-584 (Comm. of Conference).

SENATE REPORT No. 91-269 accompanying S. 1790 (Comm.  
on Agriculture & Forestry).

CONGRESSIONAL RECORD, Vol. 115 (1969):

May 19: Considered and passed House.

June 26: S. 1790 considered and passed Senate.

June 30: Considered and passed Senate, amended,  
in lieu of S. 1790.

Nov. 5: Senate agreed to conference report.

Nov. 6: House agreed to conference report.

